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HOUSING ELEMENT

of the

City of Burbank General Plan

Prepared by the City of Burbank
Community Development Department
Planning Division

Adopted by
Burbank City Council
June 26, 2001

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IV. HOUSING ELEMENT

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I. INTRODUCTION

A. BACKGROUND

Burbank's Housing Element is a policy document that identifies the City's housing goals and objectives to the year 2005 and provides direction for the expenditure of funds and City resources.

Housing is a basic human need. The suitability of one's housing, with regard to size, location, cost and special need requirements, is a critical component of a person's quality of life. It is the City of Burbank's intent to ensure that all its residents can find suitable housing in the community and to preserve and enhance its existing quality residential neighborhoods. It is the purpose of this Housing Element to identify the housing needs in the community and to outline a strategy for meeting these needs through the utilization of available funds and creative programming.

Both the federal and state governments consider the availability of housing and the provision of a suitable living environment to be a priority issue. State housing law and its policies make local jurisdictions the primary implementers of state housing policy and provide a detailed outline for directing these efforts. The problems which most seriously threaten the attainment of the state's housing goal are the increasing cost of housing and the imbalance between the location of jobs and available housing.

According to the Southern California Association of Governments (SCAG), the Southern California region has undergone significant population and housing growth during the 1990s. All counties experienced increases in population that exceeded increases in total housing. In Los Angeles County, household population increased at almost three times the rate seen in the housing stock (eight percent as compared to three percent). This disproportion between population and housing growth has resulted in a growing shortfall of housing opportunities. The Southern California housing market is characterized by housing mismatch; this means that there is insufficient numbers of units affordable to the region's workforce, as well as of appropriate location, size, type or tenure.

The imbalance between the available housing supply and the availability of jobs—often called the jobs/housing imbalance—is an increasingly serious problem in the southern California region. Whereas the available supply of new housing is and will continue to be in the inland areas of

the region (Riverside and San Bernardino counties), the demand for new housing is near the coast—in Los Angeles and Orange counties—where the majority of the new jobs are expected to occur.

The resulting jobs/housing imbalance—on both a regional and subregional scale—has the effect of inflating the price of housing where jobs are abundant, and creating traffic congestion associated with long job-related commutes, as well as the accompanying problems of air pollution and infrastructure demand.

Research done by SCAG shows that of the 20 subregions in the southern California area, three are considered to be job rich (i.e., they provide more than the number of jobs necessary for the number of residents in the subregion), 12 are considered to be housing rich (i.e., they provide less than the required number of jobs for the number of dwelling units) and the remaining five are considered to have a balanced supply of jobs and housing. Burbank, as part of the San Fernando Valley subregion, is in one of the balanced subregions. SCAG forecasts for the year 2010 however show the San Fernando Valley subregion as job rich/housing poor. The impacts of this are likely to be traffic congestion—as the large number of people employed in the subregion commute to work—and continued inflated housing costs and demand for new housing.

The challenge to the City of Burbank, as well as numerous other southern California cities, is how to meet the future housing needs of the community and the region while maintaining the existing quality residential neighborhoods. The Housing Element is the primary tool for addressing this challenge.

B. THE HOUSING ELEMENT

It is the purpose of the Housing Element to identify existing and projected housing needs and to establish goals, policies, objectives and programs for the preservation, improvement and development of housing to meet the needs of all economic sectors of the community.

The California Department of Housing and Community Development considers the Housing Element to be one of the most important tools for addressing housing needs in California. In 1967, the California State Legislature adopted legislation effective July 1, 1969, that required the Housing Element as a component of the General Plan. In October 1972, the City of Burbank adopted its first Housing Element of the General Plan. The Element was first revised in 1982 in accordance with guidelines that were adopted by the California Department of Housing and Community Development and with applicable state law. In 1984, the adopted Housing Element was again revised and updated in accordance

with the newly adopted Government Code Section 65580, et. seq.

This Housing Element covers the five-year period from July 1, 2000 through June 30, 2005. The provision of decent, safe and affordable housing to current and future residents of Burbank is the primary focus of this Element.

C. CONTENTS OF THE HOUSING ELEMENT

This revised Housing Element is written according to the requirements of Government Code Sections 65580 through 65589.8 and consists of the following:

- Assessment of immediate housing needs;
- Projected new construction needs;
- Analysis of existing and potential sites for housing of all types of the jurisdiction;
- Assessment of actual and potential governmental and non-governmental constraints on the maintenance, improvement and development of housing for all income levels;
- Analysis of the opportunities for energy conservation in residential development;
- Analysis of special housing needs such as the homeless, handicapped, elderly, large families farmworkers, and families with female heads of households;
- Goals, policies and objectives;
- Programs to meet identified need;
- Analysis and assessment of past programs, goals, policies and objectives.

D. RELATIONSHIP OF THE HOUSING ELEMENT TO OTHER GENERAL PLAN ELEMENTS

Government Code Section 65300.5 requires the Housing Element to be internally consistent and compatible with all the other elements of the General Plan. This section states: "The legislature intends that the General Plan, its elements and parts thereof comprise an integrated, internally consistent and compatible statement of policies for the adopting agencies." The last comprehensive update of the Land Use Element was in 1988, though there have been numerous amendments over the past 12 years to reflect changing trends and needs in the community. The Land Use Element, in conjunction with the Circulation Element, adopted in 1965, are in the process of being updated. Policies in these two key

elements have been checked to ensure compatibility with policies and programs contained in this Housing Element. For example, both the Housing and Land Use elements have the goal of preserving the single family residential neighborhoods and ensuring that residential land is provided to accommodate all types and densities of housing.

E. UPDATE, REVIEW AND REVISION

In accordance with State Government Code Section 65588, the review of the Housing Element shall be completed as frequently as appropriate but not less than every five years to evaluate all of the following:

- The appropriateness of the housing goals, objectives and policies in contributing to the attainment of the state housing goal;
- The effectiveness of the housing element in attainment of the community's housing goals and objectives;
- The progress of the city, county, or city and county in implementation of the housing element.

Each revision must take into account the needs of all economic groups within the community. It must also directly address the housing needs of low and moderate-income groups.

A draft of the Housing Element is required to be evaluated by the California State Department of Housing and Community Development (HCD) prior to its amendment. The City Council must consider input from HCD prior to adoption of the final Housing Element.

In accordance with Government Code Section 65588(b)(1), local governments within the regional jurisdiction of the Southern California Association of Governments (SCAG)—such as Burbank—must update and revise the Housing Element at least every five years to reflect the community's changing housing needs. The State of California establishes the timeline for updating the Housing Element. The state legislature found it necessary to extend the deadline for Housing Elements in the SCAG region several times over the past decade to allow SCAG time to prepare necessary information for use in the Element. This Element update has been prepared in compliance with the most recent state housing element law. The programs and policies in this housing element update cover the period of July 1, 2000 through June 30, 2005, though the future needs assessment, based on SCAG's regional housing needs assessment, covers the period from January 1, 1998 through June 30, 2005.

F. PUBLIC PARTICIPATION

The public input for the update of the Housing Element of the General Plan was obtained mostly from public hearings before the Planning Board and the City Council, and written comments. Prior to adoption, the draft Housing Element was readily available to the public at all branches of the Burbank public library and in the Planning Division of the Community Development Department. Citizens received public notice of the availability of the draft Element and subsequent public hearings before the Planning Board and City Council and were encouraged to comment on the draft Element either by oral or written communications.

The responses from Planning Board, City Council, private citizen groups, citizens and community organizations were reviewed and utilized in the analysis and review of the goals and policies of the Housing Element.

This Housing Element was formulated in conjunction with the City's Consolidated Plan, Redevelopment Implementation Plan and the Housing Authority Agency Plan. The required public input for these plans provided valuable information for establishing the priorities and policies in the Housing Element. During the preparation of these plans, Community Development Department staff consulted and solicited input from a variety of public entities, for profit and nonprofit organizations, City commissions and committees, City departments and divisions and a variety of community groups. In addition, the City held four public hearings, in January through April of 2000, for persons wishing to comment concerning the Consolidated Plan.

Burbank encouraged any citizen and/or group to comment on the plans through a combination of public notices, postings, mailings and meetings. Public comment was requested on community needs, strategies, programs, projects and activities.

II. POPULATION PROFILE AND HOUSING CHARACTERISTICS

A. CITY BACKGROUND

Burbank was born during the Southern California land boom of the 1880s when Americans came West during the railroad rate war between Southern Pacific and Santa Fe. The City is named for its founder, Dr. David Burbank, who acquired the land that is now Burbank in 1870. Burbank officially became the San Fernando Valley's first independent city when the voters approved incorporation on July 1, 1911.

Economically, even as early as the 1920s, the movie industry played a major role in Burbank. First National Pictures, later to become Warner Brothers, started building its huge lot in 1926. Columbia pictures purchased 40 acres in 1934 for the Columbia Ranch with another 40 acres added in 1949. Burbank's position in the entertainment world continued to climb with the opening of Walt Disney Studios in 1939 and NBC's purchase of property in 1951 for its color studios. Industrial growth and real estate development were halted by the stock market crash of 1929 and subsequent years of the depression. The mid-1930s brought some economic improvement with increased employment at Lockheed Aircraft and construction work created by the Metropolitan Water District. In 1940, Lockheed purchased the Union Air Terminal, utilizing it for public use and aircraft testing.

World War II had a tremendous impact on Burbank, as 94,000 employees at Lockheed produced over 19,000 planes for the nation's war effort. Dozens of aircraft related businesses sprang up around the City and the population grew dramatically.

Burbank has historically been a regional employment center that was based in the early years on the aircraft industries, and in recent years, on the rapidly growing media-related industries in the City.

Burbank experienced its highest level of growth in the 1940s as a product of the nation's war effort and the expansion of the local aircraft and motion picture industries. Burbank's population continued to grow steadily until 1960. From 1960 to 1980, Burbank's population showed a steady and increasingly sharp decline. In part, this decline resulted from the nationwide phenomenon of decreasing family size, which had a greater impact on built-up cities, like Burbank, with no room to expand. As stated in 1980 by the U.S. Bureau of the Census, most cities would have had to expand their housing stock by ten percent or more in the intervening ten years just to maintain their 1970 population. These two

decades also witnessed a significant aging of the City's population. Single family homes once housing a family of four or five persons were being occupied by older parents whose children had grown up and left home, or by single widowed heads of households.

Burbank's population is once again growing, having made a dramatic turnaround since 1980. This resurgence of growth can be attributed to an increase in new housing development that is being absorbed almost as fast as it is being built. Burbank is an increasingly desirable place to live, as evidenced by the high price of homes and high rents, and the relatively low residential vacancy rates. The City's excellent school system and municipal services, its growing role as a major employment center and its proximity to the metropolitan center, have created an added demand for more housing in the area.

Burbank has a geographic area of 17.1 square miles. It is located at the foot of the Verdugo Mountains at the eastern edge of the San Fernando Valley and shares boundaries with the Cities of Los Angeles and Glendale and the County of Los Angeles.

B. POPULATION

This City's population has grown dramatically since its incorporation in 1911. Between 1940 and 1950, the population increased nearly 130 percent from 34,377 to 78,577. The population peaked in 1960 at 90,155 and then declined to a 1980 total of 84,625. By 1990, Burbank's population had grown to 93,643 – a more than ten percent increase. The City is continuing to grow, though at a more moderate rate, with California Department of Finance estimate for the year 2000 population of 106,480. City forecasts estimate that the population will continue to grow at a moderate rate of about 0.9 percent annually over the 20-year period from 2000 to 2020. This is consistent with SCAG's projections for the same period.

C. HOUSEHOLD CHARACTERISTICS

1. SIZE AND NUMBER OF HOUSEHOLDS

The Department of Finance estimates that there were 40,976 households in Burbank as of January 1, 2000, 4.3 percent more than the 39,275 households reported in 1990. This modest increase is well below the 13.7 percent increase in population

during the same period. This disparity in household formation and population growth is reflected in an increase in household size in Burbank. The average household size grew from 2.36 persons per household in 1990 to an estimated 2.58 in 2000. This trend toward larger household sizes is consistent with a similar trend throughout the rest of Los Angeles County.

2. INCOME AND EMPLOYMENT

Burbank's 1990 median household income was \$35,959, slightly above the Los Angeles County median household income. The median family income in Burbank was \$42,138, which is nine percent above the County's median family income.

Burbank has traditionally been a regional employment center for the San Fernando Valley and surrounding areas. This can be attributed to Burbank's large and varied economic base, anchored predominately by the motion picture and other media related industries. The City's high, nearly 1:1, ratio of employment to population makes Burbank one of only five cities in Los Angeles County which is federally classified as a job-rich "Central City." Estimated 1990 employment in Burbank was 91,373 according to SCAG, declining to 79,950 jobs by 1994 as of result of Lockheed Aircraft moving out of the City. The City's recent employment forecasts, given to SCAG for use in the 2001 Regional Transportation Plan update, indicate a strong economic recovery, with an estimated 99,600 employees in 2000 and continuing to grow over the next decade to an expected 108,600 by 2005 and 117,600 by 2010.

The City's major employers, are listed in Table 1 below. This table also shows the type of industry, number of employees in 1998 and estimated distribution of employees by income group. The income distribution of the City's major employers is estimated using 1998 employment data in conjunction with 1989 income statistics; it is assumed that the relative distribution of income, by employment category, has remained fairly constant.

TABLE 1
City of Burbank
Estimated Income Distribution by Employer

Company	Type	Total Employees	Income Level			
			Very Low	Low	Moderate	Upper
Warner Brothers	Entertainment	4,887	1,236	524	1,048	2,080
Walt Disney	Entertainment	3,132	792	336	671	1,333
St. Joseph Hospital	Professional	1,795	636	339	331	489
NBC	Entertainment	1,545	391	166	331	658
City of Burbank	Government	1,300	250	137	301	613
Burbank USD	Government	1,200	230	126	277	566
1928 Jewelry Co.	Wholesale	955	258	200	236	261
Sony	Entertainment	912	231	98	195	388
Crane Co.	Manufacturing	565	167	113	112	172
Total		16,291	4,190	2,037	3,502	6,561
Percentage			26%	13%	21%	40%

Sources: 1990 PUMS Data for Burbank/San Fernando PUMA
1998 Burbank Redevelopment Agency

The above table shows that 40 percent of the people employed by Burbank's largest employers are in the upper-income category, earning over 120 percent of the median family income. This is due in large part to the strong presence of the entertainment industry, which employs two-thirds of these employees and 43 percent of upper-income workers in the area. Government is the second largest industry among the top employers in Burbank, and employs 47 percent of the upper-income workers.

The second largest income category represented among the City's major employers is the very low-income category, earning less than 50 percent of the median family income. This income category comprises 26 percent of all employees. The professional employment category has the highest proportion of very low-income workers at 35 percent, typified by clerical and other support staff. Manufacturing and wholesale industries also have a high proportion of very low-income workers (30 and 27 percent respectively) due to the lower-skill positions in these industries.

Moderate-income employees, who earn between 81 and 120 percent of median family income, comprise 21 percent of the major employers workforce, while low-income employees who earn between 51 and 80 percent are the smallest segment of this workforce at 13 percent.

D. HOUSING STOCK CHARACTERISTICS

Burbank has traditionally been known for its quality single family neighborhoods and suburban ambience. More than one-third of all City land is devoted to residential uses and 80 percent of all residential land is for single family residences. The remaining 20 percent of residential land is allocated to multiple family residential use with densities ranging from 29 to 85 dwelling units per acre. These relatively high multiple family densities allow for a significant amount of continued residential growth in the community. To date, it has been the market demands and population growth which have dictated the City's housing needs and the growth of the housing stock, rather than any specific growth policy.

1. HOUSING SUPPLY

During the post war years, through 1950, housing inventory increased 85 percent and increased another 44 percent through 1960. A building boom in the second half of the 1980's added approximately 4,000 new units to the housing stock, an 11 percent increase. Housing production slowed in the early 1990's as result of a nationwide recession. The State Department of Finance shows Burbank's housing stock increasing by approximately 4 percent during the decade from 1990 to 1999 as compared to a population increase of over 12 percent during that same period. According to the State Department of Finance estimates for 2000, there are a total of 43,001 units, up 4.3 percent from 1990 census counts.

For the most part, Burbank is totally built out today, with very little vacant land available for residential building. New residential development is therefore limited, for the most part, to the few parcels of privately owned steep hillside property, or to the recycling of underused land in areas of the City zoned for multiple family dwellings. New residential construction in Burbank has involved the recycling of lower density multi-family developments to higher density development. The City has recently opened up new opportunities for multiple family residential development and mixed-use development in commercial areas, and on designated opportunity sites within the

Burbank Center Plan area. Over the past few years, an increasingly large proportion of multiple family as compared to single family dwellings have been constructed.

Multiple family dwellings comprised 52 percent of the City's housing stock in 1989. By 1999 this figure had grown to about 55 percent. As new housing is built, older units, often single family dwellings, are removed from the housing stock and replaced by more intense multiple family development. City projections show the City adding an average of 400 new units per year through the year 2020. The bulk of this new residential development will be multiple family units.

Along with the increase in multiple family housing in Burbank, there has been an increase in rentals. The 1990 census indicates that 54 percent of the City's households were renters, which is an increase of 22 percent over 1980. Given the predominance of multiple family residential development over the past decade, it is very likely that the proportion of rental housing in the community has risen even further.

2. HOUSING CONDITION

The condition of the housing stock in Burbank is relatively good. This can be attributed to relatively high property values, active Code enforcement and available residential rehabilitation programs.

In 1990, 62 percent of the housing stock was 30 years old or older. The age of the City's housing supports the assumption that there is a need for continued maintenance, rehabilitation or replacement of a significant portion of the City's housing stock. Most of the oldest housing is in single family neighborhoods. There are numerous deteriorated dwellings throughout the City that are actively targeted for rehabilitation. Areas with a concentration of deteriorated dwellings are targeted for focused neighborhood revitalization.

There are strong feelings in the community, which have been reflected in City policy and decision making, for retaining and preserving single family residential neighborhoods. In spite of high land costs and the cost of borrowing money in today's economy, older single family homes are being bought and rebuilt and expanded, creating neighborhoods with a substantial number of virtually new homes.

There are several older single family neighborhoods that would benefit from rehabilitation and/or revitalization of the older dwellings. Many of the older structures are essentially sound but are in need of plumbing or electrical renovation, roof repair or replacement, new driveways and exterior improvements. This type of major repair, as well as aesthetic improvements such as painting and landscaping, is becoming increasingly expensive and is often beyond the financial capability of even middle income homeowners.

To this end, the City administers multifaceted residential rehabilitation programs funded by redevelopment tax increment set aside funds. These programs are available on a Citywide basis and are available to homeowners and investor-owners of rental units.

3. VACANCY RATE

Burbank has consistently had low residential vacancy rates, both for single family and multiple family dwellings, for at least the last two decades.

The 1990 residential vacancy rate, as reported by the 1990 census, was 4.9 percent overall, 1.7 percent for owner occupied units and 5.6 percent for rental units. These rates compare favorably, with SCAG's ideal vacancy rates of two percent for owner occupied units and five percent for renter units. In lieu of updated census information, several sources have been used to assess the current vacancy rates in Burbank. A 1999 residential housing study which collected data on large apartment complexes in the City representing over 2,000 units found a trend towards decreasing vacancy rates in the rental market. The study showed that between 1996 and 1998, the overall vacancy rate for large apartment complexes has fallen from 5 percent to 2.1 percent. Interviews with property managers and rental agency operators indicate that there is an overall trend toward lower rental vacancy rates. Burbank's goal is to achieve a vacancy level which will allow for a comfortable degree of mobility in the housing market. In light of the growing demand for single family homes in Burbank and the lack of available vacant land for adding a significant number of new single family homes, it is doubtful whether the shortfall in single family home availability can be much improved. The construction of new multiple family residential units will help increase the rental vacancy rates. However, as long as population growth in the City outpaces the growth of the housing stock, residential vacancy rates are likely to remain low.

III. HOUSING NEEDS ASSESSMENT

A. PLANNING AREA

The Burbank Planning Area is the incorporated City of Burbank located in the eastern end of the San Fernando Valley. This area comprises 17.13 square miles (10,966 acres) with a 1990 Census population of 93,649 and an estimated 2000 population of 106,480.

B. HOUSING NEEDS

In this section, summary statistics are presented and discussed with the focus being on the magnitude of the housing need in the community. Demographic and housing figures presented in this section of the Element are the most recent available. Some have been taken from 1990 census data; other data has been provided by the Southern California Association of Governments (SCAG) and the United States Department of Housing and Urban Development (HUD).

Information on the City's housing needs is presented according to two main areas: Immediate housing needs which deal with affordability, overcrowding, suitability/habitability and special needs populations; and the future need for housing.

1. IMMEDIATE HOUSING NEEDS

a. Affordability

Federal guidelines limit "affordable" housing cost to 30 percent of a household's gross monthly income. Housing affordability is a concern when monthly housing costs exceed this level. Studies prepared for HUD indicate this is the threshold at which the cost of housing becomes a burden, thus reducing the money available for other necessary expenses such as food and medical care. The City, therefore, defines the "housing affordability" need as the number of very low and lower-income households occupying units at a cost greater than 30 percent of the gross household income. This aspect of housing need is a result of two factors: (1) the number of lower-income households who reside

in Burbank, and (2) the proportion of those households who are allocating 30 percent or more of their income to housing payments. The term "household" includes families, unrelated individuals, persons living alone and both renters and owners.

SCAG provides cities with a Regional Housing Needs Assessment (RHNA) which defines each city's existing and future housing needs in a regional context. "Existing need" in the RHNA is also defined as the number of lower-income households paying more than 30 percent of their income for housing.

Based on SCAG estimates in the 1999 RHNA, there were 16,429 lower-income households in Burbank in 1998, about 40 percent of all the households in the community. This is an increase from 38 percent in 1988 (14,652 households). About 62 percent of the lower-income households (10,143) are considered to be overpaying for shelter, that is to say, paying more than 30 percent of their gross household income. Sixty-two percent of the lower-income households overpaying for shelter are in the very low-income category, earning less than 50 percent of the median household income.

Using 1998 HUD income thresholds for a family of four, the maximum affordable housing cost can be calculated for each income category. As shown in Table 2 below, a very low-income household earning 50 percent of the county median income, or \$24,900 a year, is able to afford a maximum monthly housing cost of \$623. A low-income household earning 80 percent of the county median, or \$39,840, is able to afford a monthly maximum rent or mortgage payment of \$996. A moderate-income household earning up to 120 percent of county median, or \$59,760 can afford monthly housing costs up to \$1,494.

Comparing the maximum affordable housing cost to median rental rates in Burbank shows that a four-person, very low-income household can afford only a studio or one bedroom apartment in Burbank (Table 3).

TABLE 2
City of Burbank
1998 Affordable Housing Cost

Income Level*	Income Range	Maximum Affordable Housing Cost
Very Low (50% of AMI)	\$24,900	\$623
Low (51% to 80% AMI)	\$25,398 - \$39,840	\$996
Moderate (81% to 120% AMI)	\$40,338 - \$59,760	\$1,494

* Average Median Income \$49,800 for January 1998.
Source: HUD January 1998.

TABLE 3
City of Burbank
1998 Mortgage and Rental Costs

Unit Type	Number of Bedrooms	Median Home Price	Associated Mortgage Payment*	Median Rent
Single Family	1	\$130,000	(\$846)	\$625
	2	\$180,000	(\$1,172)	\$1,125
	3	\$232,000	(\$1,511)	\$1,250
	4	\$272,750	(\$1,776)	\$1,700
	5	\$415,000	(\$2,702)	
	6+	\$330,000	(\$2,149)	
Condo/Townhomes	1	\$97,500	(\$635)	\$750
	2	\$125,000	(\$814)	\$900
	3	\$160,000	(\$1,042)	\$1,398
	4	\$164,500	(\$1,071)	+\$1,700
Apartment	Studio			\$475
	1			\$585
	2			\$750
	3			\$1,000

* Based on standard 30 year fixed mortgage, 6.788 APR (as of August 1998, 0 points)
Source: California Market Data Cooperative July 1997 to July 1998.
Burbank Leader and Los Angeles Times, July 1998.

Therefore, similar to most urban environments in southern California, very low-income households (<50 percent Median

Family Income (MFI)) are not well served by the housing market in Burbank, and typically need some level of subsidy to afford adequately sized units. Based on income, they face renting a studio unit or one bedroom apartment they can afford, doubling-up with another family to save on housing costs for a larger size unit or spending an excessive amount of their income on rent. With professional and entertainment industries, characterized by significant proportions of very low-income workers continuing to dominate new employment in Burbank, the need for very low-income housing will continue to grow.

Low-income households (51-80 percent MFI) have a wider range of rental options available to them, although they still may be priced out of the larger townhouse and single-family rentals. Table 4 reflects that over 44 percent of all lower-income renter households earn between 51-80 percent MFI. Thirty-seven percent of this income category overpay for rent and 46 percent are overcrowded.

Low-income households able to save enough for equity and closing costs may be able to purchase a one to two bedroom condominium unit or a modest one-bedroom single-family home. The City has a first-time homebuyer program to assist some of its low-income renters to enter into homeownership, and begin reversing the trend of declining homeownership in the City.

Moderate-income households (120 percent MFI) can afford the full range of rental opportunities in Burbank. In terms of homeownership, moderate-income households can afford much of the City's older stock of one and two and even three bedroom homes, as well as most condominiums, but may also require some assistance with equity and closing costs.

Of the 10,143 lower-income households overpaying for shelter, 83 percent are renters. Renter households overpay for their housing more often than owner households, and because they tend to be lower-income, overpayment affects them more seriously. In addition, owner overpayment of housing costs tends to be less serious than renter overpayment because owners have more options and are therefore less likely to become homeless. Owners build equity in their property and have the option of selling their home and possibly obtaining less expensive housing. Owners also have the option of refinancing or using the equity in their home to obtain a loan.

In summary, there were 10,143 lower-income households in Burbank, in 1998, paying more than 30 percent of their gross income on shelter. Table 4 below summarizes the housing

problems of lower-income households and shows that over 55 percent of all lower-income renter households earn less than 50 percent of the median family income and that over 62 percent of these overpay for rent. The table shows that 60 percent of the lower-income households have some form of housing problem, either overpayment and/or overcrowding. It is logical to assume that in 2000, these numbers are the same or have increased proportionately to the population increase.

Despite the economic recession during the past decade, housing prices and rents have increased at a greater pace than incomes; this is due in large part to the cost of land and the increasing desirability of Burbank as a place to live. As Burbank's population continues to grow, housing affordability will continue to be an issue for both renters and owners. The City has rental subsidy programs to help address this need but the availability of resources falls far short of the great demand.

TABLE 4
City of Burbank
Lower-Income Housing Problems Detail

TOTAL LOWER INCOME HOUSEHOLDS 1998		<30 % OF MEDIAN INCOME	30-50% OF MEDIAN INCOME	50-80% OF MEDIAN INCOME	TOTAL LOWER INCOME HOUSEHOLDS JAN. 1, 1998
All Lower-Income Households	Renters:	3,273	2,785	4,873	10,931
	Owners:	1,398	1,350	2,749	5,498
	Total Households	4,671	4,135	7,622	16,429
Lower-Income Households with Any Housing Problem	Renters:	2,817	2,624	3,545	8,986
	Owners:	588	437	753	1,778
	Total Households:	3,405	3,060	4,298	10,764
Lower-Income Households with Overpayment	Renters:	2,725	2,511	3,138	8,374
	Owners:	588	428	753	1,769
	Total Households	3,314	2,938	3,891	10,143
Lower-Income Households with Overcrowding	Renters:	598	610	1,056	2,264
	Owners:	52	55	146	253
	Total Households:	650	665	1,203	2,517

Source: SCAG Regional Housing Needs Assessment 99 Preliminary Existing Need Department of Finance 1998, 1990 Census (Special tabulation of Census/CHAS data in coordination with HUD), Housing Problems present at 1990 Census, projected for household growth, 1990-98

b. Overcrowding

Burbank had 39,275 households in 1990 and an average household size of 2.36 persons. By 1998, the City had 40,979 households, reflecting a nominal 4.3 percent increase, well below the 11 percent increase in population growth during the same period. As a result of this disparity between household formation and population growth, the City's average household size increased to 2.55 persons. This trend in larger household sizes is consistent within the county, as evidenced by the increase in household size from 2.91 in 1990 to 3.07 in 1998.

The state and federal government defines an overcrowded household as one having more than one person per room, excluding bathrooms, kitchens, hallways and porches. Such overcrowding contributes to accelerated housing maintenance needs and is undesirable for the people who live in such conditions. Burbank's relatively low average household size should not obscure the fact that many Burbank households live in overcrowded conditions. In 1990, 9.7 percent of Burbank's households were considered overcrowded, representing a significant increase from 1980 when five percent were overcrowded. However, in comparison to Los Angeles County where over 19 percent of households were overcrowded as documented by the 1990 census, household overcrowding in Burbank is far less severe.

Burbank is an increasingly desirable place to live because of its excellent schools and city services and its proximity to the downtown metropolitan center. This desirability, combined with a paucity of affordable housing in the community, has resulted in an increase in overcrowding.

Household overcrowding is most prevalent among renter households in Burbank, with approximately 13.8 percent documented as overcrowded in 1990, and 65 percent of these severely overcrowded (> 1.5 persons per room). Large renter households (5+ persons) are particularly impacted by overcrowding, with 79 percent of the households in this group living in overcrowded conditions.

Overcrowding, like most housing problems, most heavily impacts lower-income and minority households. Overcrowded units are concentrated in areas of lower-income households and substandard units. The 1999 Housing Needs Assessment prepared for the City of Burbank showed concentrations of overcrowded households in the following locations: southeast of Olive Avenue between Main Street and the I-5; southeast of

Olive Avenue between San Fernando Boulevard and Kenneth Road; and south of Scott Road to the I-5.

c. Suitability/Habitability

Table 5 shows the age of Burbank's housing stock as of 1990. As shown in this table, a significant proportion of Burbank's housing stock is made up of older housing units. Nearly two-thirds of the City's housing was constructed prior to 1960, and three-quarters were built prior to 1980.

TABLE 5
City of Burbank
Age of Housing Stock 1990

Year Structure Built	Housing	Percentage of Total
1989-90	1,821	4%
1985-88	4,501	11%
1980-84	2,354	6%
1970-79	2,649	6%
1960-69	4,168	10%
1950-59	7,489	18%
1940-49	12,196	30%
1939 or earlier	6,038	15%
Total	41,216	100%

Source: 1990 U.S. Census

The accepted standard for major housing rehabilitation needs is after 30 years. In 1990, 63 percent of the City's housing stock was 30 years or older. This would indicate the need for continued maintenance and potential rehabilitation of a significant portion of the City's housing based on age alone, as well as an expanded housing rehabilitation loan program.

The City's Building and Safety Division conducted a block by block windshield survey of residential units throughout the City in November 1994. This examination was of building exteriors and evaluated whether units required minor, moderate, or substantial repair. The evaluation included consideration of repairs to: chimney, roof, gutters, windows, doors, siding/stucco, paint, posts/decks/rails/stairs, and trim/fascia. Both single family and multi-family structures were included in the survey.

Figure 1 presents a graphic summary of the locations of units requiring repair in the City, with individual write-ups on each address available at City Hall. While the conditions of individual units have likely changed somewhat since the survey was conducted, survey results are telling as to the relative magnitude and general locations of housing with deferred maintenance.

Despite the advanced age of much of Burbank's housing stock, the 1994 inventory indicates that relatively few housing units on a Citywide basis were identified as needing repair and that repairs were generally minor. However, although most of the properties surveyed needed only minor repair, most of them required repairing multiple building elements. This indicates that as older units, they are deteriorating system wide and require more than just one or two repairs.

The greatest number of units needing repair is located in Area 1, comprising 65 of the total 237 structures identified as needing some level of repair. In general however, housing evidencing deferred maintenance is scattered throughout the City and not concentrated in any one particular area. Nonetheless, there are neighborhoods that would benefit from rehabilitation programs to assist low-to moderate-income households in making needed repairs.

The City conducts an extensive residential code enforcement program both Citywide, and within lower-income target areas. The Citywide program responds to resident complaints regarding code violations, whereas Community Development Block Grant (CDBG) funding directed to the lower-income areas of the City allows a more pro-active program with dedicated code enforcement officers. In addition, the City is currently implementing an intensified code enforcement program in the Western Enclave near the airport to assist in achieving comprehensive neighborhood improvement in the area, and is considering similar programs in other areas of the City.

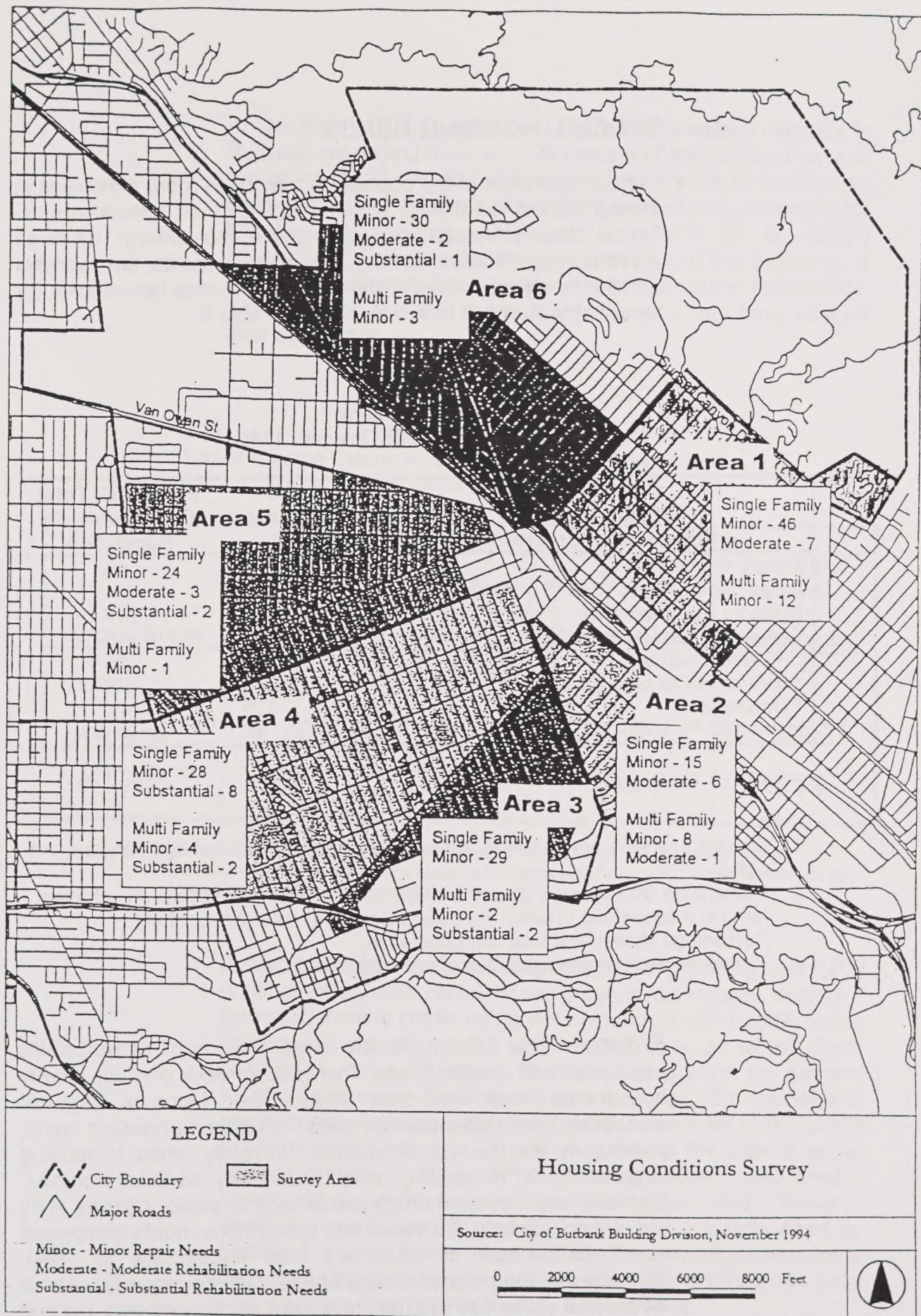


FIGURE 1
Housing Conditions Survey

d. SPECIAL HOUSING NEEDS

Certain segments of the population may have more difficulties in finding decent, affordable housing due to their special needs. These "special needs" groups include the elderly, disabled persons, large families, female-headed households, farmworkers and the homeless. The number of special needs households (or persons) in Burbank is summarized in Table 6.

TABLE 6
City of Burbank
Summary of Special Needs Groups: 1990

Needs Group Households/Population	Number Of Households/ Persons	Percent Of Total Households Or Population
Elderly Persons (65+)	13,656	15%
Large Family Households (5 or more)	3,174	8%
Disabled Persons	10,646	14%
Female-Headed Households	4,115	11%
With Children	2,164	5%
Subfamilies Doubled Up	1,086	1%
Farmworkers	328	.4%
Homeless Persons	45	.04%

Source: U.S. Census, 1990

Notes:

1. Disabled persons are shown as a percentage of the population age 16 years and older.
2. Subfamilies doubled up includes the total number of single-parents and children living in a household in which the parent is not the head of household. Percentage shown is of total City population.
3. Homeless persons observed in shelters from 1990 Census.

Elderly: The Elderly are the largest segment of Burbank's population with special needs. The special needs of many elderly households result from their limited, fixed incomes, physical disabilities, and dependence needs. Escalating housing costs, particularly in the rental market, severely impact housing affordability for the elderly, who usually rely on fixed incomes. Burbank has a relatively high percentage of senior citizens in its population. Elderly (65 years and older) households comprised about 15 percent of Burbank's total households in 1990, compared to ten percent elderly households countywide. About 44 percent of the City's households were considered very low and low-income.

An estimated 1,555 elderly lower-income renter households in Burbank are paying more than 30 percent of their income on rent, representing just over half of all elderly households. In contrast, an estimated 524 of the City's elderly homeowners are overpaying for housing, representing about eight percent of all elderly households. This discrepancy is due in part to the tendency of renter households to have lower incomes than owner households, as well as the fact that many elderly homeowners have paid off their mortgages.

TABLE 7
City of Burbank
**Lower-Income Elderly Households Paying More Than
30 Percent of Income for Shelter: 1990**

Income Group	Owner		Renter	
	Number of Households	% of Total Elderly Owner Households	Number of Households	% of Total Elderly Renter Households
Very Low-Income	343	5.5%	998	32.5%
Low-Income	181	2.9%	557	18.1%
Total Lower-Income	524	8.4%	1,555	50.6%

Source: U.S. Dept. of Housing and Urban Development. CHAS Databook, Table 5 E: Renter Households by Income Group and Housing Problems and Table 5 H: Owner Households by Income Group and Housing Problem: 1990.

Burbank has eight senior housing complexes, providing over 1,000 units of affordable rental housing for lower-income seniors. However, there is still an additional demand for low-income senior housing as evidenced by long waiting lists at all of these complexes. It must be noted, however, that much of the demand for affordable senior housing in Burbank comes from residents of neighboring jurisdictions anxious to avail themselves of Burbank's excellent senior services. The waiting lists at the federal senior housing complexes, Harvard Plaza, Verdugo Towers, and Wesley Tower, are also long, ranging from 100 to over 1,000. Rents in these complexes are "fair market" rents and are subsidized by Section 8 housing funds. Media Village, the newest lower-income senior housing project, was completed in 1998 and has 144 units with a waiting list of approximately 200 persons.

Over the past decade, close to 500 new affordable senior housing units were built in Burbank. During this period of time, a disproportionate amount of affordable housing resources have been spent on senior housing, at the expense of other types of affordable housing.

Nearly one in five seniors in Burbank have a self-care or mobility limitation, defined as a condition lasting over six months which makes it difficult to go outside the home alone or take care of personal needs. These seniors require supportive services to remain independent.

Burbank provides a number of support services for seniors at three locations in the City. The City's Parks, Recreation & Community Services Department offers a comprehensive services program at these centers including education, legal services, Medicare information, home delivered meals, daily meals, recreation, volunteer program and transportation. There are also several special programs offered, including a home visitation and Telephone Reassurance program, as well as a Senior Home Support program for frail or homebound seniors.

Large Households: Large households are identified as a group with special housing needs based on the limited availability of adequately sized, affordable housing units. In order to afford the non-housing necessities of food, clothing and medical care, it is common for large households to reside in smaller units, frequently resulting in overcrowded conditions, which in turn accelerates unit deterioration.

The 1990 Census reports 3,225 family households with five or more members in Burbank, representing 14 percent of the City's total family households (23,307). Of these large family households, 643 households (close to 20 percent) are lower-income households that experience a housing cost burden in that they pay 30 percent or more of their limited income on housing. It is likely that these families will require some type of housing assistance. Lower-income large families often experience overcrowding and require larger units. The 1990 census documents that there are 9,435 owner-occupied units, compared to only 1,357 renter-occupied units with three or more bedrooms. The housing needs of large households can be addressed through the provision of affordably-priced larger housing units, rent subsidies, and rehabilitation assistance for room additions to alleviate overcrowding.

Disabled Persons: Disability is a physical or mental condition that affects the functioning of a person, whereas handicap is a man-made condition resulting from imperfect designs in our physical and socioeconomic environments. Physical disabilities can hinder access to housing units of conventional design, as well as limit the ability to earn adequate income. The proportion of disabled individuals is increasing nationwide due to overall increased longevity and lower fatality rates. An estimated 10,678 Burbank residents (age 16 years and older) had work, transportation and/or self-care disabilities in 1990, comprising about 11 percent of the City's population. Most of the disabled persons in Burbank are assumed to earn very low-incomes and require supportive housing and assistance.

Although no current comparisons of disability with income, household size or race are available, it is reasonable to assume that a substantial portion of the disabled population falls within the federal Section 8 income limits, especially those households not in the labor force. Furthermore, most of the lower-income disabled persons are likely to require housing assistance. Their housing need is further compounded by design and location requirements which are often more costly. Special needs of households with wheelchair-bound or semi-ambulatory individuals, for example, may require ramps, holding bars, special bathroom design, wider doorways, lower cabinets and elevators.

Housing opportunities for individuals with disabilities can be addressed through the provision of affordable, barrier-free housing. Rehabilitation assistance can be targeted toward disabled renters and homeowners for unit modifications to improve accessibility. Accessible housing can also be provided via senior housing developments.

Female-Headed/Single Parent Households: Single-parent households require special consideration and assistance because of their greater need for day care, health care and other facilities. Female-headed households with children in particular tend to have lower incomes, thus limiting housing availability for this group. In 1990, Burbank had an estimated 4,115 female-headed households. Of this total, 2,164 or 53 percent had children. Approximately, 12 percent of all female-headed households have incomes that fall below the poverty level. Female-headed households with children have an even higher rate of poverty (21 percent compared to all female-headed households). An additional 1,086 single parents and children are also doubling up with other families. The Census Bureau refers to doubling up as a subfamily living arrangement.

Housing affordability needs of female-headed and single parent households can be addressed through rent subsidies, affordable housing development and first-time homebuyer assistance. Housing opportunities can be improved through policies that call for the provision of affordable childcare, and for the location of family housing sites in close proximity to recreational facilities and public transit.

Farmworkers: Based on the 1990 Census, an estimated 328 persons, or approximately 0.4 percent of the total labor force, were employed in farming, forestry or fishing. This figure is reflective of the urbanized character of Burbank. The demand for housing generated by farmworkers in the City is therefore considered to be nominal and can be addressed through overall programs for affordability.

Homeless: Throughout the country, homelessness has become an increasing problem. Factors contributing to the rise in homelessness include the general lack of housing affordable to low and very low-income persons, increases in the number of persons whose incomes fall below the poverty level, reductions in public subsidies to the poor and the de-institutionalization of the mentally ill.

Among those threatened with becoming homeless are the elderly and disabled on fixed incomes, very low-income households, persons with severe cost burdens, persons facing financial difficulties related to unemployment and single mothers with children. The specific housing needs of these groups revolve around attaining the financial assistance required to maintain their homes or to pay for their primary housing expenses or to become employed. Other needs may include medical, psychological or social service needs.

The 1990 Census documented 45 homeless individuals in Burbank in emergency shelters and 0 persons visible in street locations. However, it is widely recognized the Census undercounted the homeless. The Burbank Temporary Aid Center (BTAC) and Salvation Army in Burbank estimates the number of homeless at about 100.

The City of Burbank addresses the emergency needs of the homeless by participating in a voucher assistance program administered by BTAC. BTAC services include food, lodging, bus tokens, gasoline and auto services, furniture, clothing, referrals to private physicians or dentists, verified prescriptions, legal aid and eviction prevention services, referrals to counseling or support

groups, vouchers for temporary lodging, a 24-hour hotline, free showers and free laundry. The Burbank Police Department also provides BTAC vouchers for shelter in emergency situations, such as when BTAC is closed. There are currently two motels in Burbank, and four in Glendale that participate in the voucher program. These motels provide a capacity of 79 rooms, with an additional 100 beds available at the Salvation Army cold weather shelter. According to BTAC, there are enough beds available to accommodate all of those who request such services.

In addition to BTAC, there are several service agencies that assist the homeless, including the Salvation Army, Family Service Agency of Burbank and the Burbank Family YMCA.

The Salvation Army provides services and a daily soup kitchen in the City, and both the Glendale and Burbank Access Center (located in North Hollywood) provide shelter for over 50 persons. These facilities also provide case management services, transitional housing, and counseling services for the homeless and those threatened with being homeless.

Table 8 provides an inventory of homeless providers in the Burbank vicinity.

TABLE 8
City of Burbank
Burbank and Vicinity Homeless Providers Inventory

Program	Service	Service Unit
Burbank Temporary Aid Center (BTAC)	Homeless Services, motel vouchers	79 motel rooms
Glendale Service Center Glendale	A referral service for homeless services including motel vouchers, cold weather shelter and transitional homeless facilities	69 beds in transitional facility Cold weather shelter
Salvation Army Burbank	Daily means, referral to emergency lodging for families and children, cold weather shelter	100 bed cold weather shelter

Source: Compiled by Cotton/Beland/Associates, October 1999 and City of Burbank Community Development Department April 2000.

2. FUTURE HOUSING NEEDS

California's Housing Element law requires that each city's housing element include local housing programs that will enable the City to meet its "fair share" of future housing needs for all income groups, as determined by the jurisdiction's Council of Governments. This "fair share" allocation concept seeks to ensure that each jurisdiction accepts responsibility for the housing needs of not only its resident population, but also for those households who might reasonably be expected to reside within the jurisdiction. Special attention is focused on housing programs to meet the needs of lower-income households for whom there is a limited variety and choice of housing options.

The California Department of Housing and Community Development (HCD) is required by state law to determine the statewide need. State law requires jurisdictions to provide for a portion of the region's housing needs. As part of the Regional Housing Needs Assessment (RHNA), the Southern California Association of Governments (SCAG) determines the five-year housing growth needs for municipalities within its jurisdiction, which includes the City of Burbank. Future housing needs numbers reflect the number of new units needed in a jurisdiction based on the number of households which are expected to reside within the jurisdiction (future demand), plus an adequate supply of vacant housing to assure mobility and new units to replace losses. The draft RHNA prepared by SCAG has identified a 1998-2005 future housing need of 2,242 units for Burbank, including 893 lower-income units.

The RHNA distributes the total future housing need into four income categories as shown below and in Table 9: very low-income (less than 50 percent of the County median income); low (50-80 percent); moderate (80-120 percent) and above moderate (more than 120 percent). The intent of the future needs allocation by income group is to ensure that housing will be available for all income groups in the community and to avoid the undue concentration of lower-income households in any particular jurisdiction. Burbank's future need is distributed as follows:

496 units (22%) to accommodate very low-income households
397 units (18%) to accommodate low-income households
496 units (22%) to accommodate moderate-income households
853 units (38%) to accommodate above-moderate-income households

Housing units built or under development in Burbank since January 1998 can be subtracted from the City's RHNA. Between January 1998 and December 1999, a total of 288 housing units

have been developed in the City, including 106 single-family homes and 182 apartment units. Given market sales prices in Burbank, all of the single-family homes are assumed to be occupied by upper-income households. As for the apartment units, 144 units are within the Agency-assisted Media Village development, which consists of 29 very low and 115 low-income units. The remaining 38 apartment units developed during this period can be assumed to be occupied by moderate-income households given market rent levels.

The Redevelopment Agency is also actively involved in the development of the following three projects:

- A 141-unit senior housing project on a portion of Opportunity Site No. 4 (La Dulce Vida), which will include 105 very low-income, 16 low-income, and 20 moderate-income units (approved);
- An Agency-assisted project located at 600 San Fernando Road that will provide 18 units for very low-income disabled and/or senior residents (approved);
- A 20-unit affordable development for first-time homebuyers on a half-acre site on Riverside Drive, which will consist of ten moderate-income and ten market-rate (upper-income) units; and
- A 20-unit small lot single family development with a child care center; ten of the units are restricted to moderate-income and ten are market rate.

Thus the City's original RHNA of 2,242 units can be reduced by up to 487 units, if all these projects are approved.

The following table shows the number of new residential units that have already been constructed, or are currently under construction or seeking approval, between January 1, 1998 and June 30, 2000, in each of the income categories. If all the projects are approved, the total new construction need would therefore be reduced from 2,242 units to 1,755 units.

TABLE 9
City of Burbank
Future Housing Needs 1998-2005

Income Level	SCAG's RHNA	Units Built 1998-1999	Projects Under Development	Remaining RHNA
Very Low	496	29	123	344
Low	397	115	16	266
Moderate	496	38	40	428
Upper	853	106	20	737
Total	2,242	288	199	1,755

Sources: SCAG Regional Housing Needs Assessment; City of Burbank, July 2000

The total remaining housing need shown above—1,755 units—is for a five-year period beginning with the July 1, 2000 and concluding with June 30, 2005. This averages out to 351 units per year.

The RHNA is not a mandate to construct a certain number of units in the City by a certain date. According to the SCAG 1999 publication entitled *Housing Southern California*, the RHNA “is intended to assure that adequate sites and zoning exist to address anticipated housing demand during the planning period and that market forces are not inhibited in addressing the housing needs of all economic segments of a community.”

Whereas the past decade has seen a marked slowing of residential construction in Burbank in response to a nationwide economic recession, long term growth forecasts for the City project an average growth rate of about 400 units per year between 2000 and 2015. Current forecasts developed for the City show Burbank with about 49,600 dwelling units in the year 2015. It is important to remember that residential development is cyclical in nature. The five years from 1995 to 1999 saw the production of only 310 new units, whereas during the five years between 1985-1989, 8,829 new units were built. In the 20 years between 1980 and 1999, an average of 441 new units was built annually. It is logical to assume that over the long term, Burbank’s housing expectations will be realized. Whether this will occur during the five-year horizon of this element depends on the economy and market trends.

3. RESIDENTIAL ENERGY CONSERVATION

Burbank Water and Power (BWP) provides water and electricity to all Burbank households. Even after the changes in the power industry, BWP's electric rates are competitive with rates charged by other local utilities. In addition to providing water and electric services to Burbank residents, BWP offers a variety of conservation, efficiency and assistance programs.

The City of Burbank has been actively involved in residential energy conservation since the mid-1980s. Public education and outreach programs offered by Burbank Water and Power have resulted in more energy-efficient homes, and have raised awareness among Burbank residents of the importance of energy-saving practices. These programs are outlined below.

1. "Lights On" Program – This is a rebate program that encourages the installation of energy efficient, hard-wired, compact fluorescent lamp (CFL) porch lights for private residences. The use of CFLs is a proven technology that can save up to 75 percent on electricity and last up to ten times as long as incandescent lamps in the same application. This energy efficient light source means less cost for the hours of use. Therefore, homeowners can inexpensively leave the lights on at night for security. CFL light fixtures incorporate the latest technology and meet or exceed the stringent specifications set by the U. S. Environmental Protection Agency and the U. S. Department of Energy. The objective of this program is to make BWP's customers aware of the advantages associated with the use of energy efficient CFL light fixtures. Each household is allowed up to two \$20 rebates for qualified CFL fixtures.
2. Ultra Low Flush Toilet (ULFT) Program – This program provides rebates to BWP's customers who replace high-water usage toilets with qualified ULFTs. ULFTs use 1.6 gallons of water per flush or less. Older toilets use between 3.5 and 7 gallons of water per flush. On average, each ULFT saves 35 gallons of water each day. This amounts to 12,500 gallons of water each year. The advantages of this water use reduction are both economic and environmental. Most ULFTs pay for themselves within a few years, with average savings of about \$21 per year. In addition, by using less water, ULFTs use water resources in a more efficient manner and decrease the load on the City's sewage system. Resident households receive up to three rebates per dwelling units, with a maximum of \$75 per rebate.

3. Speaker's Bureau – The Speaker's Bureau provides speakers to local schools and community organizations to provide information on energy education and conservation.
4. Rebates for Energy Efficient Refrigerators and Washing Machines – This program offers BWP customers rebates for purchasing energy efficient refrigerators (\$50 rebate) and washing machines (\$150 rebate).

The City of Burbank strictly enforces the State Energy Code requirements, with respect to insulation and energy conservation.

Energy conservation is a priority in City housing rehabilitation efforts and, as such, grants for weatherization work are provided through the City rehabilitation program.

One of the impediments toward energy conservation in rental housing has been the common (single) electric meter. When electrical costs are not apportioned among the various units energy conservation is discouraged. In Burbank, common metering has almost entirely been phased out and common meters are not installed in new units.

Another form of energy conservation is the reuse of resources through recycling programs. The City of Burbank operates an award-winning comprehensive recycling program for everything from batteries to motor oil and glass to all paper products. Curbside pickup of cans, bottles and paper products is in effect throughout the City.

IV. ASSISTED RENTAL HOUSING – AT-RISK HOUSING ANALYSIS

Housing Element law requires that all housing elements include an analysis of existing lower-income multi-family rental units which are eligible to convert to market-rate housing during the next ten years due to termination of subsidy contract, mortgage prepayment, or expiring use restrictions. In light of the large deficit of affordable housing in southern California and the difficulties involved in the creation of new low-income housing, it is important to preserve the existing low-income housing stock for the longest feasible period of time. Thus, this at-risk housing analysis covers the period from July 1, 2000 through June 30, 2010. This Section identifies publicly assisted housing units in Burbank, analyzes their potential to convert to non-low-income uses, and analyzes the cost to preserve or replace those units.

A. INVENTORY

Table 10 provides an inventory of the City's publicly assisted multi-family rental housing. This inventory includes all multi-family rental units assisted under federal, state or local programs, including United States Department of Housing and Urban Development (HUD), state/local bond programs, density bonus and local redevelopment or direct assistance programs.

TABLE 10
City of Burbank
Inventory of Assisted Housing

Project Name	Tenant Type	Total Affordable Units	Funding Source	Expiration of Affordability Controls
Pacific Manor	Seniors	168	Section 236(j)(1) Section 8	February 2016 May 2000
Harvard Plaza	Seniors	150	Section 202 Section 8	February 2021 September 2000
Wesley Tower	Seniors	98	Section 202 Section 8	June 2029 October 2008
Verdugo Tower	Seniors	121	Section 202; Set-Aside Section 8	March 2016 January 2000
Verdugo Gardens	Family	34	CDBG	April 2000
West Elmwood Apts.	Family	59	Redevelopment Set-Aside HOME	Perpetuity
Golden Palms	Seniors	134	Redevelopment Set-Aside	2005
Media Village	Seniors	144	Redevelopment Set-Aside	Perpetuity
Olive Court	Seniors	163	Redevelopment Set-Aside	Perpetuity
Park Avenue	Seniors	63	Redevelopment Set-Aside	Perpetuity
Total		1,114		

Source: City of Burbank, 1999.

B. LOSS OF ASSISTED HOUSING

This section evaluates those low-income multi-family rentals in Burbank at risk of converting to market rate uses prior to June 30, 2010. As shown in Table 11, three projects are considered to be at risk during this time period: Pacific Manor (2000); Verdugo Gardens (2000); and Golden Palms (2005).

TABLE 11
City of Burbank
At-Risk Assisted Housing Inventory

Project Name and Address	Affordable Units	Funding Source	Unit Mix	Earliest Conversion
Pacific Manor 609 North Glenoaks Blvd.	167	236(j)(1) Section 8	168 1-bdrm	February 2016 May 2000
Verdugo Gardens 275 East Verdugo Avenue.	33	CDBG	33 2-bdrm	April 2000
Golden Palms 230-248 North San Fernando Road	134	Redevelopment Set-Aside	134 1-bdrm	2005

Source: City of Burbank, 1999.

Pacific Manor: Pacific Manor is a 167-unit project for seniors. This project was financed through the HUD Section 236(j)(1) program, which offers reduced interest mortgage loans to developers to construct multi-family projects. In return for preferential financing, the project is subject to low-income use restriction through 2016. However, Pacific Manor has also received public assistance through Section 8 contracts, which are subject to renewal in 2000 and annually thereafter. As part of Congress' 1997 Balanced Budget Agreement, full funding has been committed to provide for annual renewal of all expiring Section 8 contracts from fiscal years 1998 through 2002. In the short-run, the affordability of the Section 8 subsidized units would most likely be preserved. In the long run, because these units are renting below Fair Market Rents and therefore are not eligible to participate in the "mark-to-market" program (described later under Section C Resources), long-term affordability control on the units could be lost.

Since 1996, projects of this type are eligible for prepayment of their 236(j) loans thereby eliminating all affordability restrictions. Inasmuch as this development is owned by a non-profit organization and provides affordable senior housing which is in great demand, it is unlikely that such prepayment would occur. In the event that the owner does prepay the loan, there are a variety of City options for ensuring continued affordability.

Recently, the City provided \$167,588 in Home Investment Partnership Program (HOME) monies for rehabilitation of Pacific Manor. The use of these federal funds adds another layer of affordability constraints to this development. One hundred and sixty-one units are HOME-designated for very low-income elderly, until the year 2006.

Verdugo Gardens: Verdugo Gardens is a 34-unit family apartment complex constructed on a site purchased with Community Development Block Grant (CDBG) funds. The City entered into a Disposition & Development Agreement (DDA) with the project developer in exchange for affordability restrictions on the project. The complex consists entirely of two-bedroom units, which rent from \$605 to \$731 per month to low-income families (80 percent median family income). The affordability restrictions on this project expired in April of 2000. The Burbank Housing Corporation (BHC) was negotiating with the property owner for the purchase of this property to ensure continued affordability of these units. During the period of negotiation, through at least August 2000, the property owner has continued to rent the units at the previous affordable rates. As of August 2000, the City, working through the BHC, has been unable to reach agreement with the property owner regarding the disposition of the property. The Burbank Redevelopment Agency, working through BHC, is actively pursuing replacement options in the same neighborhood to provide affordable family housing opportunities.

Golden Palms: Golden Palms is a 134-unit apartment complex for seniors ages 60 years and older restricted to occupants at or below 100 percent median County income. The Burbank Redevelopment Agency provided development assistance through a land write-down, with affordability restrictions enforced through an Owner Participation Agreement (OPA). The earliest possible date of conversion from assisted to non-low-income uses is 2005. While 24 of the residents in Golden Palms currently receive tenant-based Section 8 assistance, there are no Section 8 contracts tied to the project.

C. PRESERVATION AND REPLACEMENT OPTIONS

1. PRESERVATION COSTS

Preservation of these three at-risk projects in Burbank can be achieved in several ways: 1) transfer of ownership to or purchase of similar units by nonprofit organizations; 2) provision of rental assistance to tenants using funding sources other than Section 8 contracts; 3) replacement or development of new assisted multi-family housing units; and/or 4) purchase of affordability covenants. These options are described below.

a. Transfer of Ownership or Purchase of Similar Units

Transferring ownership of the at-risk projects to nonprofit organizations is perhaps the least costly way for the City to ensure that the units remain affordable. By transferring property ownership to a nonprofit housing corporation, low-income use restrictions can be secured indefinitely and projects would become available for a greater range of governmental assistance.

The feasibility of this option depends on several factors, including the willingness of the apartment owner to sell the project, the existence of nonprofit corporations with sufficient administrative capacity to manage the project and the availability of funding.

The estimated market value for all at-risk projects are evaluated in Table 3 to establish an order of magnitude for assessing preservation costs. Current market value for the three at-risk projects can be generally estimated on the basis of each project's potential annual income, operating and maintenance expenses and building condition. As shown in Table 12, the current market value for the at-risk units is estimated at around \$29.75 million.

TABLE 12
City of Burbank
Market Value of At-Risk Housing Projects

Project Units	Golden Palms	Pacific Manor	Verdugo Gardens	Total
0-bedroom	0	0	0	0
1-bedroom	134	168	0	302
2-bedroom	0	0	34	34
3-bedroom+	0	0	0	0
Total Units	134	168	34	336
Annual Operating Cost	(\$321,600)	(\$403,200)	(\$118,800)	(\$843,600)
Gross Annual Income	\$1,396,226	\$1,750,493	\$401,405	\$3,548,124
Net Annual Income	\$1,074,626	\$1,347,293	\$282,605	\$2,704,524
Market Value	\$11,820,886	\$14,820,223	\$3,108,655	\$29,749,764

Market value for each project is estimated with the following assumptions:

1. Average market rents in Burbank for 0-bedroom is \$690, 1-bedroom is \$914, 2-bedroom is \$1,067, and 3-bedroom is \$1,410. Source: RealFacts Inventory, June 1998.
2. Average bedroom size for a 0-bedroom assumed at 500 square feet, 1-bedroom assumed at 600 square feet, 2- and 3-bedroom at 900 square feet.
3. Vacancy rate = 5%
4. Annual operating expenses per square foot = \$4.00
5. Market value = Annual net project income * multiplication factor
6. Multiplication factor for a building in moderate condition is 11.

b. Rental Assistance

Currently, availability of funding for Section 8 contract renewal is uncertain. While only one at-risk project in Burbank has a Section 8 contract (Pacific Manor), rent subsidies using State, local or other funding sources can be used to maintain affordability at all three at-risk projects. Rent subsidies can be structured to mirror the Section 8 program.

Under the Section 8 program, HUD pays owners the difference between what tenants can pay (defined as 30 percent of household income) and what HUD and the local Housing Authority estimate to be Fair Market Rent on the unit. This program can be implemented through vouchers, which allow the tenants to choose where they want to live.

The feasibility of this alternative, in the case of the property owner, depends on their willingness to accept rental vouchers. In terms of cost-effectiveness, rental subsidies are less costly than constructing new assisted housing, as illustrated in Table 13. Given the unit mix of all 336 at-risk units, the total cost of subsidizing the rents for these units is estimated at \$47,332 per month or approximately \$567,864 annually, translating to approximately \$11 million in subsidies over a 20-year period.

TABLE 13
City of Burbank
Rent Subsidies Required

Apt. Units	Total Apts	Fair Market Rents	Household Size	LACo-MFI Very Low Income	Affordable Cost	Utility Allowance	Per Unit Subsidy	Monthly Subsidy
0-bd	0	\$494	1-pers	\$17,950	\$449	\$50	\$95	\$0
1-bd	302	\$592	2-pers	\$20,500	\$513	\$50	\$129	\$38,958
2-bd	34	\$749	3-pers	\$23,100	\$578	\$75	\$246	\$8,364
3-bd	0	\$1,011	4-pers	\$25,650	\$641	\$100	\$470	\$0
4-bd	0	\$1,206	5-pers	\$27,700	\$693	\$100	\$613	\$0
Total	336							\$47,322

c. Construction of Replacement Units

This section analyzes the cost of constructing new low-income housing units to replace the 336 assisted units in Burbank should they be converted from Low-income uses. The cost of developing new housing depends upon a variety of factors such as density, size of the units (i.e., number of bedrooms), location and related land costs and type of construction. According to City's redevelopment consultant, development costs for a 900-square foot, average quality rental unit with at-grade parking are approximately \$98,000. However, when land costs are figured into the total cost of development, the costs for producing multi-family housing is much higher. Land costs in the City range from \$25,000 to \$70,000 per multi-family dwelling unit, and vary dramatically by location.

Using the average per unit construction cost of \$98,000, and an average land cost of \$40,000 per unit, it would cost approximately \$46 million to replace the 336 assisted units at risk of converting

to market rate in Burbank. This amount is substantially higher than the estimated \$29 million preservation cost under a transfer of ownership scenario and 20 years worth of rent subsidies at approximately \$11 million. Another constraint to the replacement of at-risk units is the built-out character of Burbank. There is little multi-family land remaining for rental housing development and land costs in the City are quite high as indicated previously.

d. Purchase of Affordability Covenants

Another option to preserve the affordability of at-risk projects is to provide an incentive package to the owners to maintain the projects as low-income housing. Incentives could include writing down the interest rate on the remaining loan balance, and/or supplementing the Section 8 subsidy amount received to market levels. The feasibility of this option depends on whether the complexes need rehabilitation or are too highly leveraged. By providing lump-sum financial incentives or on-going subsidies in rents or reduced mortgage interest rates to the owner, the City can ensure that some or all of the units remain affordable.

e. Cost Comparisons

The costs of transferring ownership of a project to a public or non-profit agency are based on the project's current values, which are usually marked-up to incorporate inflation and profit for the existing owners.

While annual rent subsidies required to preserve the 336 assisted units are relatively low, long-term affordability of the units cannot be ensured. Other financial incentives may also be needed to make the negotiation packages more attractive to property owners for them to accept rent subsidies.

As previously discussed, the total costs of new construction to replace at-risk units are considerably higher than the costs associated with the different preservation options presented above, and are compounded by the lack of vacant residential land in Burbank. Whether it be new construction, transfer of ownership, an affordability covenant, rental assistance or the acquisition of a building, all provide an effective means of ensuring the provision of affordable housing for the City. The option available to each project is different depending on its unique circumstances and market condition at the time.

D. RESOURCES FOR PRESERVATION

One of the major factors to consider in formulating programs to preserve affordable multi-family housing at risk of conversion is whether sufficient resources exist. Specifically, it is important to examine the availability and adequacy of the financial and institutional resources to support such programs. The following provides a brief overview of financial and administrative resources available for preserving the assisted multi-family units at risk of conversion in Burbank over the next decade.

1. FINANCIAL RESOURCES

Tax Increment Funds: The Burbank Redevelopment Agency generates approximately four to five million dollars in annual redevelopment set-aside and uses these housing set-aside funds to provide affordable housing opportunities to Burbank residents. The Agency has a strong track record of supporting affordable housing using set-aside funds. In fact, the Agency recently purchased a half-acre site in the Rancho District using redevelopment set-aside and will be soliciting proposals for development of an affordable ownership project. The Agency anticipates expenditures of about \$20.3 million to be directed towards housing unit development over the next five years.

CDBG Funds: Through the Community Development Block Grant Program (CDBG), HUD provides funds to local governments for a wide range of community development activities. These funds can be used for the acquisition, rehabilitation of affordable housing and public service activities. These funds could be used to acquire or subsidize the at-risk units. Burbank receives approximately \$1.3 million annually in CDBG funds which, together with approximately \$250,000 in program income, are currently committed to a variety of housing and community development programs.

HOME Funds: Another source of federal funds for preserving assisted multi-family units is available under the HOME (Home Investment Partnership) program. These funds can be used to assist tenants or homeowners through acquisition, construction, reconstruction or the rehabilitation of affordable housing. A federal priority for use of these funds is preservation of the at-risk housing stock. Burbank currently has about two million dollars in available HOME funds which are currently committed to providing affordable housing projects and operating the City's first-time homebuyer program. The City receives an average annual

allocation of approximately \$650,000 in HOME funds. The fiscal year 2001 allocation is \$746,000.

HUD Mark-to-Market: The Multi-family Assisted Housing Reform and Affordability Act of 1997 addresses expiring Section 8 contracts. This act provides authority to HUD to operate a “mark-to-market” program to reduce over-subsidized Section 8 contracts, restructure project financing, and provide funds for rehabilitation needs. The bill also includes tax legislation to ensure that adverse tax consequences do not deter owners from participating in the program. In exchange for favorable tax treatment, owners preserve units at rents affordable to low and moderate-income households. Eligible projects include FHA-insured projects (e.g. Section 236(j)(1)) receiving Section 8 project-based assistance for some or all units, where rents exceed fair market rents.

Under the Mark-to-Market Program, the primary method for reducing spending while preserving assisted housing will be through the technique of reducing the debt service and the subsidy levels on eligible properties. Restructuring occurs through a negotiated process of setting new market rents and corresponding debt and subsidy levels before or at contract expiration.

In Burbank, the only project at risk over the next decade with Section 8 contracts is Pacific Manor. However, because rents in this project are well below Fair Market levels, this project is not eligible to participate in the Mark-to-Market Program. However, Wesley Tower is a HUD 202/811 project with rent levels at 162 percent of fair market rents, and would therefore be eligible to participate in the Mark-to-Market program in the future.

2. Administrative Resources

As an alternative to providing subsidies to existing owners to maintain units affordable to low-income persons, public and nonprofit agencies can acquire or construct housing units to replace “at-risk” units.

Burbank Housing Authority: The Burbank Housing Authority administers the City’s Section 8 voucher program. The Housing Authority is interested in expanding this program and applies for additional funding whenever possible. The Housing Authority would be well-positioned to assist in the preservation of at-risk units.

The Burbank Housing Corporation: The Burbank Housing Corporation is a non-profit housing developer who is actively involved in the purchase and management of affordable housing within the City. The Burbank Housing Corporation has recently purchased the 59-unit Elmwood Apartment complex in the 100 block of West Elmwood, a three-unit rental project at 2331 Fairview and other properties as part of the Focused Neighborhood Revitalization Program.

Habitat For Humanity: Habitat For Humanity is a world-wide interfaith housing ministry that uses volunteer labor and the donation of money and materials to develop affordable housing. The City has provided HOME funds for Habitat For Humanity to construct eight new condominiums on Elmwood Avenue for first-time homebuyers. This project was completed in 2000.

Southern California Presbyterian Homes (SCPH): SCPH is an experienced non-profit housing developer based in Glendale. Using a variety of federal, state and local funds, SCPH has developed a number of low-income independent living facilities in Southern California.

National Housing Ministries (NHM): NHM is a nonprofit corporation founded in 1976 for the purpose of providing comprehensive management, development and consultation services in the field of housing. NHM manages numerous housing projects throughout the region which include housing for seniors and the disabled, and SRO projects for low-income persons.

E. POLICIES AND PROGRAMS

Policy: Preserve low-income housing in the City at risk of converting to market rate by monitoring the status of eligible projects, and identifying financial and organizational resources available to preserve these units.

Quantified Objective: It is the City's objective to pursue preservation of the 336 low-income at-risk housing units or replacement through provision of new affordable housing opportunities.

Program: The City will take the following actions to preserve and/or replace the 336 low-income units as affordable housing:

- 1. Monitor Units at Risk:*** The City will monitor at-risk projects through maintaining contact with the property owners regarding their long-term plans for the projects. Particularly with regard to

Verdugo Gardens and Golden Palms, the Redevelopment Agency will begin early discussions with property owners to explore the options available to extend affordability controls, including possible agency incentives.

2. ***Work with Potential Purchasers:*** The City will establish contact with non-profit agencies interested in purchasing and/or managing units at risk. Where feasible, the City will provide technical and financial assistance to these organizations. The City has continued to provide affordable housing opportunities through organizations such as the Burbank Housing Corporation.
3. ***Conduct Tenant Education:*** The California Legislature requires property owners to give a 12-month notice of their intent to opt out of low-income use restrictions. The City will work with tenants of at-risk units and provide them with education regarding tenant rights and conversion procedures. The City will also provide tenants in at-risk projects information regarding Section 8 rent subsidies through the Burbank Housing Authority, and other affordable housing opportunities in the City.
4. ***Provide New Affordable Housing:*** The Redevelopment Agency has a commitment to providing affordable housing. Particularly in Downtown, the Agency is using housing as a tool to create a vibrant environment with 24-hour activity. In addition to new construction, the Agency provides affordable housing by acquiring and rehabilitating existing apartments and establishing long-term affordability controls. Agency activities to expand the supply of affordable housing will serve to offset any losses to the stock of assisted housing.

V. HOUSING CONSTRAINTS ANALYSIS

Actual or potential constraints on the provision of new housing affects the development of new housing, the cost of housing and the maintenance of existing units for all income levels. Market, governmental, infrastructure, and environmental constraints to housing development in Burbank are discussed below.

A. MARKET CONSTRAINTS

High land costs, construction costs and market financing contribute to the high cost of housing, and can potentially hinder the production of new and affordable housing units. These constraints are driven by market conditions over which Burbank has limited control. The cost of renting or buying housing is the primary ongoing constraint to providing adequate housing in the City. The major barrier to providing housing for all economic segments of the community concerns the nature of the housing market itself. Development costs have risen to the point where housing affordable to all economic segments is difficult to provide in Burbank.

1. LAND COSTS

The primary reason for the high cost of housing in Burbank is the high cost of land. Land costs are anywhere between \$25,000 to \$70,000 per multi-family dwelling unit depending on location in the City and development potential. Land costs are difficult to estimate, because developers must not only acquire the site, but also typically demolish older structures or invest a significant amount of funding to bring the older development up to more current housing standards. High land costs in the area are a result of the desirability of Burbank as a residential area, and the scarcity of available land. Due to the lack of vacant land, future residential development rests upon the recycling of existing developed sites thereby adding costs for demolition of existing structures and site clean up.

2. CONSTRUCTION COSTS

The single largest cost associated with building a new house is the cost of building materials, comprising between 40 to 50 percent of the sales price of a home. According to the Construction Industry

Research Board, construction costs for single family homes range from \$60 to \$100 per square foot. Construction costs for multi-family housing range from \$98,000 for a 900-square foot unit to \$125,000 for a 1,500 square foot luxury unit with subterranean parking. Housing developers will still encounter the same construction costs throughout the various jurisdictions surrounding Burbank; therefore, construction costs are probably not an actual constraint to housing in the City.

Lower housing costs can be achieved in the following ways: the reduction in amenities and quality of building materials (above a minimum acceptability for health, safety and adequate performance; and the use of manufactured housing, including both mobile home and modular housing). An additional factor related to construction costs is the number of units built at the same time. As the number of units developed increases, construction costs per unit decrease and the entire development becomes more affordable due to economies of scale. This reduction in cost is of particular benefit when density bonuses are utilized for the provision of affordable housing.

3. AVAILABILITY OF MORTGAGE AND REHABILITATION FINANCING

Interest rates are determined by national policies and economic conditions, and there is little that local governments can do to affect these rates. Jurisdictions can, however, offer interest rate write-downs to extend home purchase opportunities to lower-income households. In addition, government insured loan programs may be available to reduce mortgage down-payment requirements.

Home Purchase Loans: Under the Home Mortgage Disclosure Act (HMDA), lending institutions are required to disclose information on the disposition of loan applications and the income, gender and race of loan applicants. As shown in Table 14, in 1998, a total of 1,768 households applied for conventional mortgage loans to purchase homes in the City. Just over 70 percent of these loans were originated well above the nationwide origination rate of 60 percent. At 118 applications, there were significantly fewer applications for government assisted home mortgage loans, a reflection of relatively high sale prices in Burbank, which exceed sales caps under most government assistance programs. Government-assisted loans had a 69 percent approval rate, comparable to that of conventional loans. There were 150 conventional home loan applications made by

low-income Burbank households with an origination rate of 69 percent, and 337 applications by moderate-income households with an origination rate of 73 percent. While fewer low and moderate-income households apply for mortgage loans, they appear to have access to credit comparable to upper-income households.

TABLE 14
City of Burbank
Disposition of Home Purchase Loans

Applicant Income	Home Purchase Loans Conventional				Home Purchase Loans Government Assisted			
	Total Appl'ns	% Originated	% Denied	% Other	Total Appl'ns	% Originated	% Denied	% Other
Low-Income (<80% MFI)	150	69.3	15.6	16.0	13	69.2	23.1	7.7
Moderate-Income (80-119%MFI)	337	72.7	14.4	13.4	48	66.6	14.7	19.5
Upper-Income (>=120% MFI)	1,205	73.9	10.5	17.6	52	71.2	10.1	19.2
Not Available	76	38.2	24.7	38.2	5	.6	20.0	20.0
Total	1,768	71.2	12.1	17.6	118	68.6	13.5	18.8

*Other includes categories: Applications Approved but not Accepted; Applications Withdrawn; Files Closed for Incompleteness.

Source: Home Mortgage Disclosure Act (HMDA) for 1998. Tabulated with the Centrax software.

Home Improvement Loans: Overall, home improvement loans have lower approval rates than mortgage loans, as can be seen in Table 15. In 1998, 364 households in Burbank applied for conventional home improvement loans and only 46 percent were originated compared to 71 percent for conventional home purchase loans. The origination rate for government assisted home improvement loans (33 percent) was also low compared to government assisted home purchase loans (69 percent). Again, the percentage of loans denied is highest in the low-income category. This supports the continued need for a government-assisted rehabilitation assistance program for low and moderate-income households in Burbank.

TABLE 15
City of Burbank
Disposition of Home Improvement Loans

Applicant Income	Home Improvement Loans Conventional				Home Improvement Loans Government Assisted			
	Total Appl'n s	% Originated	% Denied	% Other	Total Appl'n s	% Originated	% Denied	% Other
Low-Income (<80% MFI)	93	29.0	51.3	20.4	17	29.4	59.0	12.6
Moderate-Income (80-119%MFI)	85	54.1	27.1	19.2	22	36.4	23.2	27.3
Upper-Income (>=120% MFI)	170	46.8	24.4	29.1	56	33.3	34.2	32.1
Not Available	16	75.0	.06	19.5	1	0	0	100.0
Total	364	45.8	30.2	25.0	96	33.3	38.5	28.1

*Other includes categories: Applications Approved but not Accepted; Applications Withdrawn; Files Closed for Incompleteness.

Source: Home Mortgage Disclosure Act (HMDA) for 1998. Tabulated with the Centrax software.

B. GOVERNMENTAL CONSTRAINTS

In addition to market constraints, there can be public actions which constrain the maintenance, improvement or development of housing. The actions of local decision-makers and public agencies can constrain the availability and influence the affordability of housing. Although many of the opportunities for reducing the housing crisis are at the federal and state levels and are closely related to national economic conditions, the Housing Element will deal with local policies and decisions over which the City has control.

1. LAND USE CONTROLS

Government agencies may place administrative constraints on growth through the adoption and implementation of land use plans and ordinances. The Land Use Element of Burbank's General Plan is one factor with a significant influence on the amount, size, type, location and thus, cost of new housing stock. The control over land use is designed to ensure that new housing is compatible with adjacent uses and built to the standards of quality and livability of the City's neighborhoods. Land use designations

affect both the construction of new units and the rehabilitation of existing dwellings.

Relating to residential land uses, the Land Use Element permits a broad range of housing types and densities that can respond to a variety of housing needs, summarized in Table 16. The Land Use Element provides for densities ranging from one unit per acre in areas designated for Hillside Residential Estates, to up to 87 units per acre in areas designated for Multiple Family High Density. The Land Use Plan provides for up to 65,000 residential dwelling units under maximum buildout, although given average development intensities, actual buildout will likely be around 57,000 units. This represents an increase in over 14,000 units above the City's estimated 2000 housing stock, with multiple family housing comprising over 60 percent of the City's total housing buildout.

In addition to providing for housing in traditional residential neighborhoods, the City also encourages multi-family residential and mixed use in downtown and along commercial corridors, as reflected in the residential capacity estimates in Table 16. In 1997, the City adopted the Burbank Center Plan for the greater downtown area. One of the goals of the Plan is to encourage the integration of housing in the downtown, both as integrated mixed-use projects and as a single use residential development. The Plan sets forth a new residential/commercial mixed use land use designation, and permits medium density residential (58 du/acre) in designated mixed use areas, subject to a Conditional Use Permit. In addition to the downtown, several of the City's commercial zoning classifications permit medium density residential development (58 du/acre) as a conditional use.

TABLE 16
City of Burbank
Residential Land Uses

Residential Land Use Category	Corresponding Zoning Designations	Maximum Density	Dwelling Unit Capacity¹	Description
Single Family Low Density	R-1-E R-1 R-2	1 du/acre 7 du/acre 14du/acre	19,930 (21,028)	Provide for neighborhoods of single family detached units and duplexes.
Multiple Family Low Density	R-3	29 du/acre	3,700 (5,365)	Provide for duplex, triplex, two or three-story multiple unit structures.
Multiple Family Medium Density	R-4	58 du/acre	25,550 (29,638)	Accommodate medium density apartment and condominium developments.
Multiple Family High Density	R-5	87 du/acre	5,520 (6,003)	Provide for high intensity residential development such as concentrated groupings of townhouses, apartments, and condominiums.
Total ²			57,700 (65,334)	

Source: City of Burbank, General Plan Land Use Element, 1998 update to page 54; City of Burbank Zoning Ordinance, 1999.

Notes:

1. The likely dwelling unit capacity is shown first. The number in parenthesis represents the maximum theoretical number of dwelling units that can be built in each land use category.
2. Includes a total of 3,300 additional dwelling units from estimated residential development in mixed-use areas and permitted commercial areas (2,000 units) from possible residential units in Burbank Center opportunities sites (800 units), and an estimate of units from the state-mandated residential density bonus for affordable housing (500).

2. RESIDENTIAL GROWTH MANAGEMENT ORDINANCE

In 1989, Burbank residents approved a Residential Growth Management Ordinance known as "Measure One" which was codified as Article 20 of Chapter 31 of the Burbank Municipal Code. Measure One primarily ensured that multiple family residential development pay its fair share of infrastructure needs and be compatible with adjacent land uses. The intent of this initiative was to coordinate the rate of residential growth with the availability of public facilities and services. Measure One prohibits any amendment to the adopted 1988 Land Use Element that would increase the maximum allowable number of residential units over and above the 65,334 allowed by the element (see Table 3 above) without voter approval. At first glance, this may appear to

be a constraint to housing development. In reality, Burbank has an abundance of remaining capacity, so Measure One has not been a limiting factor in the production of new housing. It should be noted that Measure One was approved following three record years for multiple family residential growth; in contrast, however, the 1990s were characterized by relatively little multiple family residential growth.

Measure One was due to expire in 2000, but was extended for an additional ten years by the City Council. The extension of Measure One requires that a status report be given to the City Council which highlights any concerns about the extended ordinance and makes recommendations on needed changes, if any. This status report is required to coincide with the five-year update of the City's Housing Element in the year 2005. General plan amendments that would serve to increase the capacity of the Land Use Plan can be approved by a vote of the residents at any time. The City Council can amend or rescind this ordinance in order to allow desirable plans and projects involving housing to occur.

As stated in the City's Land Use Element, the realistic estimate of ultimate buildout in Burbank—known as effective capacity—is 55,707 dwelling units. This effective capacity includes excess capacity to facilitate new development through greater opportunities. The excess capacity built into the Land Use Plan provides more than sufficient opportunity to accommodate and even encourage additional residential development in excess of that allocated to Burbank in the Regional Housing Needs Assessment. (RHNA). The existing Land Use Plan capacity is intended to encourage and facilitate new residential development in appropriate areas of the City and exceeds the City's 20-year residential growth projections.

Measure One does not place a limit on the amount or rate of development that can occur within the framework of the existing General Plan. Because the general plan provides for a significant amount of excess capacity, Measure One has never been a limiting factor to the amount of growth in the City. The densities found in the adopted Land Use Plan are relatively high, and zone changes consistent with the Land Use Plan densities are allowed.

The Ordinance does not affect or restrict density bonuses to low and moderate-income multi-family developments nor does it affect the creation of second dwelling units in single family residential zones.

In 1998, the City Council adopted a general plan amendment which allows for land use element amendments that increase

housing capacity in one area to be offset by amendments that decrease housing capacity in another area, in order to achieve compliance with Measure One. In 1999, this method was used to offset a 3.5-block land use change from manufacturing to multiple family residential; this land use change allows for up to 1,423 units to be built. This is an illustration of how this process has been used and can serve to alleviate any potential constraint to new housing development. Previous changes to land use and development standards have resulted in a pool of close to 1,900 “residential capacity credits” that can be used to offset future residential land use changes.

3. RESIDENTIAL DEVELOPMENT STANDARDS

The Zoning Ordinance sets forth standards for residential development. These include density, lot area, coverage, height, parking and open space. Table 17 summarizes these residential standards.

TABLE 17
City of Burbank
Residential Development Standards

Designation	Min. Lot Area	Average (Maximum) Density ¹	Max. Building Height	Max. Lot Coverage	Parking
R-1-E	1 acre	1 du/ac (1 du/ac)	27 feet ²	60%	2 spaces in garage or carport
R-1	6,000 sf	6.6 du/ac (7.0 du/ac)	27 feet ²	60%	2 spaces in garage or carport
R-2	6,000 sf	14 du/ac (10.0 du/ac)	35 feet or 23 feet/two stories ³	70%	2 spaces in garage or carport
R-3	6,000 sf	20 du/ac (29 du/ac)	35 feet or 23 feet/two stories ³	70%	2 spaces in garage or carport
R-4	6,000 sf	50 du/ac (58 du/ac)	35 feet or 23 feet/two stories ³	70%	2 spaces in garage or carport for sf du Efficiency unit: 1.25 sp/unit 1 bdrm: 1.75 sp/unit 2+ bdrm: 2 sp/unit
R-5	6,000 sf	80 du/ac (87 du/ac)	35 feet or 23 feet/two stories ³	70%	2 spaces in garage or carport for sf du Efficiency unit: 1.25 sp/unit 1 bdrm: 1.75 sp/unit 2+ bdrm: 2 sp/unit

1. The maximum likely number of dwelling units that would be built per net residential acre. The number in () parenthesis is the theoretical maximum amount of development according to the adopted land use element.
2. Roof may exceed maximum height up to 35 feet if a 45 degree angle is sustained as noted in Article 6 of the Burbank zoning ordinance.
3. Maximum height is 23 feet or two stories if building is within 500 feet of property zoned R-1,

Site requirements such as maximum height and lot coverage rules can limit the number of units constructed on a given lot. The zoning ordinance limits all residential building heights to 27 feet or two stories, or 35 feet if the roof can be angled at 45 degrees. The City does not offer a height bonus for affordable units, which could potentially inhibit the development of affordable housing. However, to facilitate the development of affordable housing, the City has adopted density bonus provisions. For projects in all residential districts except for R-1, a density bonus shall be granted to a developer of multi-family residential projects who agrees to construct at least 25 percent of the total units of a project for low or moderate-income households.

The maximum intensities are typically not achieved on individual parcels, as shown in Table 17. For example, a typical 7,500 square foot R-3 parcel would be able to accommodate 3 units given the City's lot coverage and parking requirements. However, where two or more parcels are combined, maximum densities can more readily be achieved. In the higher-density R-4 zones, subterranean parking is typically required, allowing maximum densities to more readily be achieved.

In addition to the zones shown in Table 17, the City has a "planned development" zone that permits a variety of housing types and allows mixed commercial uses. Planned developments provide for modified development standards and allow mixing of uses to accommodate unique functional developments subject to the conditions of a development plan. Planned developments are permitted to increase residential densities up to the maximum permitted in the next highest zone. The City uses planned developments as a tool to facilitate development, particularly in its commercial areas.

As a means of preserving the character of the City's single family neighborhoods, in 1999, the City adopted modified development standards for properties located within 500 feet of single family residential zones. These standards reduce maximum lot coverage from 70 percent to 60 percent, and reduce permitted height to 23 feet or two stories. However, planned developments located within the 500 feet boundary are not subject to these standards.

4. PROVISIONS FOR A VARIETY OF HOUSING TYPES

Housing element law specifies that jurisdictions must identify

adequate sites to be made available through appropriate zoning and development standards to encourage the development of a variety of types of housing for all income levels, including multi-family rental housing, factory-built housing/mobile homes, emergency shelters, second units and transitional housing. The following paragraphs describe the City's provisions for these types of housing.

Multi-Family Rental Housing: Of the 3,846 acres allocated for residential development in the City, approximately 765 acres (20 percent) are designated for multiple family housing. According to the 1990 Census, multiple family housing comprises the majority (53 percent) of the City's existing housing stock. Under the City's General Plan, multi-family units are permitted under the Multiple Family residential designation with densities ranging from 29 du/acre in Low-Density areas to 87 du/acre in High-Density areas. Multi-family housing is also permitted within mixed use developments in commercial zones and within the Burbank Center Plan area both as integrated mixed use projects and single use residential developments subject to a conditional use permit.

Manufactured Housing: The City's Zoning Ordinance allows mobile homes as a permitted use on all lots zoned for single family residential use. Factory-built housing is another potential source of affordable housing and has been used in Burbank in the past. Burbank has no constraints to the use of factory-built housing constructed to state standards. Although this housing type would substantially reduce construction costs, high land costs negate any savings to the consumer. In addition, the lack of suitable vacant land makes it improbable that recycling of land will involve this relatively low density form of development.

Second Units: The state requires municipalities to adopt policies that allow for the construction of second dwelling units in single family residential zones. The City's Second Dwelling Unit Ordinance meets the criteria of the state law requirement. It emphasizes the provision of low cost housing for residents that have fixed or limited income who are often elderly or disabled, and the provision of affordable housing without utilizing public subsidy. However, the ordinance has specific restrictions with regard to location, parking and occupancy that may limit the unit's capability to provide affordable housing. Among these requirements are that the unit be attached to the main dwelling unit, and that one off-street parking space be provided. Occupancy is limited to two individuals, with one meeting the following occupancy criteria: 1) senior age 60+; 2) disabled ; or 3) health care provider for primary household. The Planning Board can approve exceptions to these standards, however, few have been made.

Transitional Housing and Emergency Shelters: The City of Burbank addresses the emergency needs of the homeless and persons needing emergency shelter by actively participating in programs administered by the Burbank Temporary Aid Center (BTAC), and utilizing the services provided by the Salvation Army. The City's zoning ordinance permits emergency shelters and transitional housing through its City Planner Classification general use regulation, which allows the City Planner to classify a use as permitted subject to a conditional use permit, where the proposed use is determined to be substantially similar to uses allowed in that zone. The Salvation Army facility, which provides services to the homeless, was permitted based on its similarity to the use *Rescue Mission*, a permitted use in the C-3 and C-4 commercial zones. Transitional housing is allowed in R-5 zones through the classification of a boarding house for seven or more persons.

5. BUILDING CODES

The City of Burbank has adopted the 1997 Uniform Building Code, which establishes minimum construction standards necessary to protect the public health, safety and welfare. The local enforcement of this code does not unduly constrain the development of housing. One of the most effective methods for reducing time delays and ensuring a smooth operation of the application process is the pre-submittal exchange of information and problem solving that takes place on most projects.

6. LOCAL PROCESSING AND PERMIT PROCEDURES

The permit approval process has traditionally been the subject of complaints by developers who charge that undue "red tape" poses constraints to construction activity and increases development costs. One of the most effective methods for reducing time delays and ensuring a smooth operation of the application process is the pre-submittal exchange of information and problem solving that should take place on most projects. The City's Development Review Committee and pre-application conferences serve to meet this need.

To expedite development review, the City has initiated a streamlined permit process. Most projects can be reviewed rather quickly, with the review time for discretionary projects taking about three months. Development review and time constraints depend on whether a conditional use permit and/or subdivision approval

is required. The City requires a Conditional Use Permit for residential developments in mixed-use areas and in commercial districts. Planned Development projects require two public hearings, including one before the Planning Board and one before the City Council. This can extend review time up to six months, or three to four months if the project is expedited. Routine parcel maps can be processed and given tentative approval in about five weeks.

According to state law, subdivision applications must be given tentative subdivision map approval or disapproval by the Planning Board no later than 50 days after a completed application is accepted. The City's Development Review process typically takes about 30 days.

Burbank's development review process is summarized in the following steps:

- a. **Development Review Committee:** This process allows representatives from various City departments to discuss each application for development review before an application is actually filed. These regular meetings help identify additional information needed to complete and review each application.
- b. **Pre-application Conferences:** City staff assist developers by assessing proposed projects, discussing concerns, and explaining any special requirements of the projects. This process can save developers time and money by addressing potential concerns at an early stage, thereby avoiding delays later.
- c. **Application Submittal:** During this process, the developer submits an application with the appropriate application fee designated by the Burbank Fee Resolution. All other information requested during the pre-application conference is also submitted at this time.
- d. **Completion and Acceptance of Plans for Processing:** Not less than 30 days after the application is submitted, the determination is made as to whether the application is complete and accepted for processing. The developer is notified of the determination immediately.
- e. **Development Review:** The next phase begins after the application plans and required fees have been submitted. During this phase, the developer's application submittal is distributed to the appropriate City departments for review and comment. A review of the environmental issues associated

with the proposed project (as required by the California Environmental Quality Act (CEQA)) will also be completed at this time. All discretionary projects require an environmental review.

- f. Director Approval: After any appropriate environmental assessment has been completed, and after Public Notice of the Development Review application has been provided as required, the Director is responsible for approving, conditionally approving or disapproving the application.

7. ENVIRONMENTAL REVIEW PROCEDURES

Additional time may be necessary for environmental review, depending on the location and nature of a project. All multiple family residential projects within 500 feet of property zoned R-1, R-1-E or R-1-H are required to undergo environmental assessment. Prior to approving the Development Review application, all notice and appeal procedures for environmental decisions must be followed.

8. LOCAL PROCESSING FEES

As part of its responsibility to regulate development, the City imposes processing fees. The fees were last amended in June of 1999 and were designed to offset increased costs to the City. The fees were increased after complete review of the actual costs to the City to process the requests. The fees shown in Table 18 are the actual costs required for processing.

TABLE 18
City of Burbank
Planning and Development Fees

Type of Request	Fee Amount
Variance (Basic)	\$990
Single Family Residential	\$608
Development Review	\$480
Conditional Use Permit (Basic)	\$990
Single Family	\$608
Zone Map Amendment	
Basic (one parcel)	\$2,250
Each additional parcel	\$50
Subdivision Maps	
Basic Charge for Tentative	\$1,500
Additional per/lot for Tentative	\$50
Parcel Maps	
Basic Charge for Tentative	\$1,350
Additional per/lot for Tentative	\$50
Lot Line Adjustments	\$620
Planned Development	\$2,500
Park Facilities Fee	
Single Family	\$150/bedroom
Multi-family	\$150/du
Reversion of Acreage	\$1,868
Administrative Use Permit for Condominium Conversion	\$600
Certificate of Compliance	\$300

Source: City of Burbank, June 1999.

C. INFRASTRUCTURE CONSTRAINTS

A request by the City to service and utility companies for data regarding the present capacity of the infrastructure indicates no service or capacity problems for the near future. Southern California Gas Company states that present infrastructure and facilities are adequate in view of projected growth and development in the community. The Burbank Water and Power (BWP) of the City of Burbank provides water and electricity within the City. While BWP has adequate water facilities to serve existing needs, new wells and storage facilities may be needed for new development. These new facilities will be provided by BWP and the costs in part borne by developers. Similarly, new development could require additional electrical substations as well as distribution and transmission facilities. BWP will provide these facilities which can be charged to the developers.

D. SCHOOL CONSTRAINTS

The Burbank Unified School District (BUSD) encompasses the entire City of Burbank, and is comprised of 11 elementary schools, three middle schools, three high schools, including one continuation high school and an adult school. The majority of BUSD's schools are currently operating at or above capacity. Most of the school campuses have temporary classrooms located on site, taking space designed for playgrounds, parking or school yards, and are without corresponding expansion of core facilities, including cafeteria and assembly facilities.

Based on a school impact fee study, projected attendance in 2010/2011 would reach about 15,197 students, which is 2,325 students in excess of existing capacities. School capacity problems are especially severe in the area surrounding the downtown. This area is also where much of the new residential development is expected to occur. The City is working closely with the BUSD to find solutions to the school capacity problem in order to facilitate the creation of more family housing in the area surrounding and adjacent to the downtown. In addition to the mandatory school impact fees that are collected from all new residential development, the City is working with the schools to make additional school sites available for school expansion in the most impacted areas.

The BUSD school expansion program calls for rebuilding and expanding the two high schools and two of the most impacted elementary schools.

Providing financial assistance to the BUSD to pay for various capital improvement projects and school programs has long been one of the City Council's highest priorities. During the decade of the 1990s, since the adoption of the last Housing Element, the City provided the BUSD with over \$25 million in financial assistance to pay for a variety of capital improvement projects, capital purchases, maintenance projects and educational programs. The City and Redevelopment Agency also provide the BUSD with a wide array of direct and indirect recurring financial assistance such as discounts on water, electricity, refuse collection and sewer bills, crossing guards, library materials, etc.

City planning staff and the Burbank Redevelopment Agency have met with the superintendent of schools to determine where there is remaining capacity in the school system in an effort to encourage the development of new family housing in those areas best able to handle the additional students. When reviewing new residential development projects that require discretionary approval, the impact on local schools is always an important consideration.

E. ENVIRONMENTAL CONSTRAINTS

The City of Burbank is subject to the following environmental constraints. The City is located in a seismically active region with a number of faults found in its proximity. The potential for seismic activity and related slope stability issues, present constraints upon development, as do issues related to the Burbank Airport.

Potential Seismic Risk: Areas within 820 feet of an active or potentially active earthquake fault have a potential seismic risk, in which ground rupture can be expected to occur in the event of an earthquake involving the fault. The Verdugo fault is the only active or potentially active fault in Burbank. This fault is located along the lower slopes of the Verdugo Mountains. The Seismic Safety Element has identified a 0.5 km (1,640 feet) wide band within which traces of the fault can be found. By proper geological investigations, development can be set back from fault lines, thereby reducing the risk of vertical or horizontal displacement. In addition to potential fault rupture risk, a much broader area of the City is subject to seismically induced ground shaking, which can also cause danger to life and property. This risk is normally reduced by structural provisions of the Uniform Building Code.

High Noise Exposure: High Noise exposure areas are those areas impacted by airport noise, within which residences and schools are considered incompatible land uses. These areas are defined by the California Airport Noise Standards as land within the 65 dB CNEL (Community Noise Equivalent Level) contour. The development of an incompatible land use in this area is discouraged as is the intensification of existing incompatible land uses.

Airport Approach Area: This area is the area identified by the Federal Aviation Administration (FAA) Guidelines as within the perimeter of building height limitations imposed by Part 77 of the Federal Aviation Regulations, as well as areas identified in the City's Airport Approach Map. In addition, any proposed development which is (1) over 200 feet above ground or is (2) within 20,000 feet of the airport and exceeds one foot in height for each 100 feet horizontal distance from the nearest point of the runway, requires clearance from the FAA prior to receiving a building permit from the City.

VI. HOUSING RESOURCES

A. RESIDENTIAL SITE INVENTORY

A key component of the Housing Element is the identification of sites for future housing development, and evaluation of the adequacy of these sites in meeting the City's share of regional housing needs as determined by the Southern California Association of Governments (SCAG). Because Burbank is a highly urbanized community with few remaining vacant residential sites, future housing growth will primarily be accommodated on underdeveloped sites in existing residential neighborhoods and in underutilized commercial areas.

1. UNDERDEVELOPED MULTI-FAMILY RESIDENTIAL SITES

There is substantial potential in Burbank for residential development on sites that are currently developed at densities significantly less than those permitted under the General Plan. The history of recycling residential land in Burbank shows that residential parcels developed at less than 50 percent of the allowed density have considerable recycle potential. Using its geographic information system (GIS), the City conducted a Citywide Residential Site Inventory. This study, conducted in the spring of 2000, identified underdeveloped parcels in areas designated in the General Plan Land Use Element for "Multiple Family" residential use that were potential sites for additional housing. For purposes of this analysis, an underdeveloped parcel, with significant redevelopment potential, was defined as one in which the current number of dwelling units is less than half the permitted number of units.

The January 2000 Residential Site Inventory identified 4,114 multiple family parcels in Burbank, developed with a total of 19,328 multiple family units. Of these, 2,285 parcels are developed with less than half the permitted number of units and are therefore defined as underdeveloped and having significant development potential. The Residential Site Inventory found that 16,577 additional units could be built on these underdeveloped sites based upon average development densities in the

community. Table 19 provides a breakdown of existing and potential net new units by the three multi-family residential land use categories.

TABLE 19
City of Burbank
Inventory of Multiple Family Parcels and Units

General Plan Land Use Category	Existing		Underdeveloped	
	No. Parcels	No. Units	No. Parcels	Net Additional Units
Multiple Family Low Density (average 20 units per acre ¹)	1,201	2,784	532	1,137
Multiple Family Medium Density (average 50 units per acre)	2,684	14,715	1,607	12,618
Multiple Family High Density (average 80 units per acre)	229	1,829	146	2,822
Total	4,114	19,328 ²	2,285	16,577

Source: City of Burbank Community Development Department, 2000

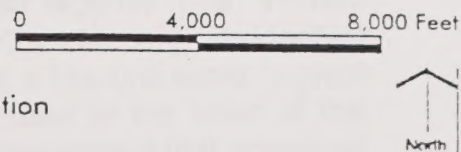
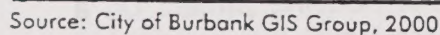
1. Average residential densities are consistent with those identified in the City's Land Use Element.
2. According to the State Department of Finance (2000), the City contains 21,844 multi-family units. The GIS analysis identified fewer multi-family units (19,328) because multi-family units in non-residential areas are not included and because of minor GIS errors.

The map on page 63 identifies the location of underdeveloped multiple family residential parcels and indicates the number of multi-family units that can be developed in the seven subareas of the City (established to facilitate analysis). A significant number of underdeveloped parcels are located adjacent the City Center in the area generally bounded by San Fernando Boulevard, Walnut Avenue, Kenneth Road, and Alameda Avenue.

The City of Burbank encourages and facilitates the process of residential recycling in several ways. The most evident incentive to recycling of underdeveloped residential property is the relatively high by-right densities allowed by the General Plan Land Use Plan. In addition, the Burbank Redevelopment Agency and the Burbank Housing Corporation assist in property assemblage, acquisition, relocation of tenants and the clearing of the site, where warranted, for a project providing affordable housing or housing for the disabled or elderly. Affordable housing projects can also benefit from land cost write-downs where it can be shown to be necessary. The planned development zoning option, which allows developers to negotiate development standards for unique or mixed-use projects, or projects with site limitations, facilitates the recycling of smaller residential projects into larger mixed-use developments. Burbank's General Plan Land Use Plan allows higher densities for residential

projects developed as planned developments. This is an incentive to recycle neglected or rundown properties which are built at densities which otherwise would not be economically feasible to recycle.

Examples of residential recycling, or “upcycling,” are numerous throughout Burbank’s older multiple family residential areas. Very different types of development result from the intensification of residential uses. In one instance, a 141-unit market-rate senior housing development is replacing an old single family home and eight multiple family units. In another instance, 21 townhouses—11 rental and 10 for sale—are being built on a site that originally had ten units. Typical of the recycling in the medium density multiple family residential areas is the 16-unit apartment being built where an older single family home with guesthouse stood, or the proposed 32-unit apartment replacing 12 older units. As can be seen in the Residential Site Inventory above, there is considerable potential for continued recycling of this type to increase the variety and size of Burbank’s housing stock.



Underdeveloped
Multiple Family Residential Parcels

FIGURE 2
Underdeveloped Multiple Family Residential Parcels

2. RESIDENTIAL USES IN COMMERCIAL DISTRICTS

In addition to intensification of residential uses in multiple family residential districts, the City also provides for and encourages residential in-fill development in its commercial districts. Specifically, multi-family structures or commercial/residential mixed-use projects are permitted in Limited Commercial areas under the City's Land Use Plan, and are to be developed as planned developments. The General Plan designates many of Burbank's primary commercial corridors Limited Commercial, including Burbank Boulevard, Magnolia Boulevard, Olive Avenue, and Glenoaks Boulevard, totaling over 280 acres.

The City specifically encourages housing in the City Center Commercial area, a 112-acre district implemented most recently by the Burbank Center Plan, adopted in 1997. A major goal of the Plan is to provide for the development of housing in the downtown, both as integrated mixed-use projects and as single-use residential developments. The Plan establishes a new residential/commercial mixed-use land use designation, and permits medium density residential (up to 58 units per acre) in designated mixed-use areas, subject to a conditional use permit.

The Burbank Center Plan focuses on several "opportunity sites" which are currently vacant, underutilized or contain inappropriate uses for the area and are expected to recycle in the near future. Of the ten opportunity sites identified in the Plan, seven provide for residential uses, as indicated in Table 20 on the following page.

Opportunity Site No. 1 has already been developed as the Media Village development, a mixed-use project containing 144 lower-income housing units, 55,000 square feet of ground level retail, and a 484-space subterranean parking structure. The Redevelopment Agency is currently working with a qualified developer to construct a 141-unit senior housing project on a portion of Opportunity Site No. 4 (La Dulce Vida). It is anticipated that 105 of the units will be for very low-income households, 16 for low-income households, and 20 for moderate-income households.

TABLE 20
City of Burbank
Burbank Center Plan Residential Opportunity Sites

Opportunity Site	Location	Area	Potential Use Options
1	Magnolia Blvd at Third St.	2.4 acres	Mixed Commercial/Office/Residential with First Floor Retail
2	West side of Third St, Olive Ave to Angeleno Ave.	2.6 acres	Mixed Commercial/Office/Residential with First Floor Retail
3	East side of Third St., Orange Grove Ave. to Olive Ave.	3.5 acres	Mixed Commercial/Office/Residential
4	East side of San Fernando Blvd., Verdugo Ave. to Santa Anita Ave.	2.3 acres	Mixed Commercial/Office/Residential
5	East side of First St., Olive Ave. to Angeleno Ave.	3.1 acres	Mixed Commercial/Office/Residential with First Floor Retail
6	First St. at Magnolia Blvd	6.7 acres	Mixed Commercial/Office/Residential with First Floor Retail
10	Between Providencia Ave. and Alameda Ave., west of San Fernando Blvd.	26.0 acres	Mixed Commercial/Office/Residential

Source: Burbank Center Plan, 1997

The City has been successful in attracting major housing developments to its commercial districts, including both the downtown and areas along major transportation corridors, with several Agency-assisted projects offering deed-restricted affordable housing.

The City of Burbank Redevelopment Agency has actively participated in the development of two recent residential/commercial mixed-use projects. One is a 144-unit senior project over street level retail and restaurant uses in the heart of the downtown. The other is a mixed-use development that combines small lot single family homes for moderate-income households with a child care center in one of the City's Focused Neighborhood Revitalization areas. These projects are just examples of successful projects that the City is seeking to replicate in other areas of the City.

3. COMPARISON OF RESIDENTIAL DEVELOPMENT CAPACITY WITH RHNA

A key part of the Housing Element is an analysis of how the City can accommodate its share of future regional growth as determined by SCAG for the 1998-2005 period (see Section III B2 – Future Housing Needs). To aid in this analysis, the State Department of Housing and Community Development (HCD) has developed affordability and density guidelines for urban areas that are considered sufficient to encourage the production of housing affordable to residents of varying income levels. The minimum density thresholds established are as follows: 25 units per acre for very low-income, 18 units per acre for low-income, eight units per acre for moderate-income, and less than eight units per acre for upper-income households. Thus, according to these thresholds, a housing development is only likely to be affordable to very low-income households when it is developed at a density of 25 units per acre or more.

Considering that over 16,000 additional units can be developed on underutilized sites in Burbank, the City can easily provide adequate sites to address its remaining overall Regional Housing Needs Assessment (RHNA) of 1,775 units. The vast majority of this potential housing growth will be accommodated in medium- and high-density multiple family residential zones, which at average development densities of 50 and 80 units per acre respectively, provide densities well in excess of the State-established minimum of 25 units per acre for lower-income households. Also, the Burbank Center Plan identifies several key opportunity sites where residential/commercial mixed-use projects or multi-family in-fill developments can be built. In addition, multi-family developments and mixed-use projects are permitted and encouraged in Limited Commercial areas along Burbank's commercial corridors. Finally, the Redevelopment Agency has been and will continue to be active in assisting in the production of affordable housing, as evidenced by the recently completed Media Village and other Agency-assisted developments accommodating lower- and moderate-income households.

B. FINANCIAL RESOURCES

The extent to which the City of Burbank can achieve the housing goals and objectives set forth in this Housing Element, depends on the extent and type of financial resources available for this purpose. Federal and local resources fund a variety of housing programs and activities

including new housing construction, property acquisition and rehabilitation, first-time homebuyer programs, residential rehabilitation programs, Section 8 rental assistance, fair housing activities, public facility improvements, neighborhood revitalization, code enforcement and public services. The following provides an overview of the various financial resources available for the development and preservation of affordable housing opportunities.

- **Section 8 Rental Assistance Program:** This is a federally-funded program that provides rent subsidies directly to landlords in the private rental market for very low-income tenants. The Burbank Housing Authority has administered this program since 1975. Currently there are 1,014 households receiving Section 8 housing assistance. The Housing Authority applies for additional Section 8 housing vouchers when they are available.
- **Mortgage Credit Certificates Program (MCC):** MCC provides first-time homebuyers an annual credit against their federal income taxes paid on the mortgage. The credit is subtracted dollar-for-dollar from the homebuyers' federal income taxes.
- **Section 811 Program:** The Section 811 program grants interest-free capital advances for nonprofit sponsors to help them finance the development of rental housing with supportive services for persons with disabilities. The capital advance can finance the construction or rehabilitation of supportive housing. The advance is interest free and does not have to be repaid as long as the housing remains available for very low-income persons with disabilities for at least 40 years.
- **Redevelopment Agency Tax Increment (20 Percent Housing Set-Aside Fund):** This fund is reserved for housing related activities. The Burbank Redevelopment Agency uses its housing set-aside to provide affordable housing opportunities to Burbank residents, and generates approximately four to five million dollars in annual redevelopment set-aside funds. The Agency has a strong track record of supporting affordable housing using set-aside funds. In fact, the Agency recently purchased a half-acre site in the Rancho District using redevelopment set-aside and will be soliciting proposals for development of an affordable ownership project. The Agency anticipates expenditures of about \$20.3 million to be directed towards housing unit development over the next five years.
- **CDBG Funds:** Through the Community Development Block Grant Program (CDBG), HUD provides funds to local governments for a wide range of community development activities. These funds can be used for the acquisition, rehabilitation and public service activities. These funds could be used to acquire or subsidize the at-risk units. Burbank receives approximately \$1.3 million annually in CDBG funds

that are currently committed to a variety of housing and community development programs.

- **CDBG Program Income:** In earlier years, the City's residential rehabilitation loan programs were funded with CDBG funds. As these loans are repaid, the monies are considered to be CDBG program income and can be used to fund CDBG eligible programs.
- **Community Reinvestment Act (CRA) Lenders:** The Community Reinvestment Act, enacted in 1977, is intended to encourage depository institutions to help meet the credit needs of the communities in which they operate, including low and moderate-income neighborhoods. The CRA requires that each insured depository institution's record in helping meet the credit need of its entire community be evaluated periodically. That record is taken into consideration when evaluating an institution's application for deposit facilities, merges and acquisitions.
- **Private Sector Matching Funds and Contributions:** Private matching funds and leveraged contributions are realized in new construction, acquisition and/or rehabilitation activities. Private lenders fulfilling their obligation under the Community Reinvestment Act participate in this effort.
- **HOME Funds:** Another source of federal funds for preserving assisted multi-family units is available under the HOME (Home Investment Partnerships Act) program. These funds can be used to assist tenants or homeowners through acquisition, construction, reconstruction, or the rehabilitation of affordable housing. A federal priority for use of these funds is preservation of the at-risk housing stock. Burbank receives an average of \$650,000 annually in HOME funds, which are currently committed to providing affordable housing projects and operating the City's first-time homebuyer program. The allocation for 2001 is expected to be \$746,000.
- **HUD Mark-to-Market:** The Multi-Family Assisted Housing Reform and Affordability Act of 1997 addresses expiring Section 8 contracts. This act provides authority to HUD to operate a "mark-to-market" program to reduce over-subsidized Section 8 contracts, restructure project financing and provide funds for rehabilitation needs. The bill also includes tax legislation to ensure that adverse tax consequences do not deter owners from participating in the program. In exchange for favorable tax treatment, owners preserve units at rents affordable to low and moderate-income households. Eligible projects include FHA-insured projects (e.g., Section 236(j)(1)) receiving Section 8 project-based assistance for some or all units, where rents exceed fair market rents.

- Under the Mark-to-Market program, the primary method for reducing spending while preserving assisted housing will be through the technique of reducing the debt service and the subsidy levels on eligible properties. Restructuring occurs through a negotiated process of setting new market rents and corresponding debt and subsidy levels before or at contract expiration.

C. ADMINISTRATIVE RESOURCES

In addition to the financial resources available for the creation and maintenance of affordable housing in the community, there are several public and nonprofit agencies devoted to the task of addressing Burbank's housing needs. These administrative resources are detailed below.

- ***Burbank Redevelopment Agency:*** The Burbank Redevelopment Agency was established in 1970 and administers the City's four redevelopment project areas. The state mandated 20 percent tax-increment set-aside generated by redevelopment activities in the City provides valuable funding to further the provision of affordable housing. The agency administers the expenditure of the Tax Increment Housing Fund, to increase and improve the supply of affordable housing to persons of low and moderate-incomes. The agency uses its housing fund to support the development of for-sale and rental housing, a first-time homebuyer program, and rehabilitation financing of single-family and multi-family units.
- ***Burbank Housing Authority:*** The Burbank Housing Authority administers the City's Section 8 rental assistance program. The Housing Authority is interested in expanding this program and applies for additional funding whenever possible.
- ***The Burbank Housing Corporation:*** The Burbank Housing Corporation is a non-profit housing developer who is actively involved in the purchase and management of affordable housing within the City. The Burbank Housing Corporation has recently purchased a 59-unit Elmwood Apartment complex in the 100 block of West Elmwood, a three-unit rental project at 2331 Fairview, and two properties at 237 and 257 West Verdugo Avenue with a total of 19 units.
- ***Habitat For Humanity:*** Habitat For Humanity is a world-wide interfaith housing ministry that uses volunteer labor and the donation of money and materials to develop affordable housing. The City has provided HOME funds for Habitat For Humanity to construct eight new condominiums on Elmwood Avenue for first-time homebuyers.

- ***Southern California Presbyterian Homes (SCPH):*** SCPH is an experienced, non-profit housing developer based in Glendale. Using a variety of federal, state and local funds, SCPH has developed a number of low-income independent living facilities in Southern California.
- ***National Housing Ministries (NHM):*** NHM is a nonprofit corporation founded in 1976 for the purpose of providing comprehensive management, development, and consultation services in the field of housing. NHM manages numerous housing projects throughout the region which include housing for seniors and the disabled, and SRO projects for low-income persons.

Burbank is fortunate to have many local agencies, groups and non-profit organizations that provide supportive services and facilities to the City's residents. The majority of these providers receive CDBG funds from the City. These agencies and organizations include:

- Family Service Agency of Burbank
- The Fair Housing Council of the San Fernando Valley
- BUILD Rehabilitation Industries
- Burbank Center for the Retarded
- The Burbank Advisory Council on Disabilities
- Verdugo Mental Health Center
- The Joslyn Adult Center
- Burbank Family YMCA

VII. REVIEW OF 1989 HOUSING ELEMENT

This section of the Housing Element is a review of the goals, objectives and programs in the 1989 Housing Element. It analyzes significant differences between what was projected or planned and what was actually achieved. This analysis provides a basis for assessing the appropriateness of the policies and objectives in the 2000 Element and for making changes where necessary based on what worked and what didn't.

A. BACKGROUND

The 1989 Housing Element set goals for the overall provision of more housing in the community, and especially focused on the provision of more affordable housing opportunities. The Element included numerous programs designed to meet these goals. In addition, the Element addressed the need to rehabilitate existing housing and had programs designed to achieve specific rehabilitation goals.

The following Table 21 shows the major needs identified in the 1989 Element, the programs that address those needs, the quantified objectives of each program and the extent to which those objectives were met over the past decade. Several of the programs, such as the Tax Increment Set-Aside Program, meet more than one need category and appear twice in the table.

TABLE 21

City of Burbank
Major Needs Identified in 1989 Housing Element

NEED	PROGRAM IN 1989 ELEMENT	1989 OBJECTIVE	ACCOMPLISHMENT 1989-2000
NEW CONSTRUCTION	Program for Construction of Affordable Housing (#9)	- Construction of 42 rental units affordable to lower-income families.	67 Family units were constructed -27 very low-income -20 low-income -20 moderate-income
	Comprehensive New Construction Incentives Program (#10)	- Encourage and facilitate the construction of affordable housing. - Bring more housing opportunities within reach of elderly and handicapped persons.	
	Second Dwelling Unit Program (#8)	- Provide affordable housing opportunities for lower-income seniors.	
	Low-Income Senior Housing Program (#12)	- Create more affordable housing opportunities in the community through new construction.	13 Second Dwelling Units have been approved.
	Tax Increment Set-Aside Program (#13)		487 new affordable Senior housing units were constructed -148 very low- income -148 low-income -191 moderate- income The above units made use of Tax Increment Set-Aside funds.

NEED	PROGRAM IN 1989 ELEMENT	1989 OBJECTIVE	ACCOMPLISHMENT 1989-2000
REHABILITATION	Residential Rehabilitation Program (#1)	- Rehabilitate 50 units per year (25 renter and 25 owner).	442 units assisted -269 owner units -173 rental units (37 buildings)
AFFORDABILITY	Section 8 Housing Subsidies (#5)	- Continue housing payments for 822 households on program and assist 200 new lower-income households each year	192 new households assisted with Section 8 housing subsidies. A total of 1,014 households are now on the Section 8 Program.
	Second Dwelling Unit Program (#8)	- Bring more housing opportunities within reach of elderly and handicapped persons	13 Second Dwelling Units have been approved.
	Lifeline Credit Program (#11)	- Reduce housing costs for lower-income seniors and handicapped persons	2,415 lower-income senior citizens, handicapped and disabled residents are receiving reduced utility rates.
	Low-Income Senior Housing (#12)	- Provide affordable housing opportunities for lower-income seniors.	
	Tax Increment Set-Aside Program (#13)	- Create more affordable housing opportunities in the community both through rental subsidies and new construction.	Total of 487 new affordable senior housing units. (see NEW CONSTRUCTION above) Total of 554 affordable new units constructed (see NEW CONSTRUCTION above)

While the various programs in the 1989 Housing Element may not have performed exactly as anticipated in the Element, the City's overall performance in the production of new affordable housing opportunities for lower-income households was excellent. Whereas there was an unprecedented amount of new residential construction during the second half of the 1980s, the national economic recession during the 1990s, which was especially hard felt in southern California, had the effect of discouraging new residential construction in the 1990s.

In the 1989 Element, the projected need for new housing units in the City was 2,970 units (gross) between July 1989 and June 1994. This was based on Burbank being able to house a "fair share" of the

anticipated regional growth. However, as a result of the economic downturn of the 1990s, this growth did not occur.

City records show that 1,221 new units were permitted during the 11 year period between July 1989 and June 2000 with 730 of these new residential units permitted during the five-year period between July 1989 and June 1994.

As shown in Table 22, of the target 2,970 units expected to be built during the last housing element period, 1,146 were to have been affordable to lower-income households (505 for very low-income and 641 for low-income households), 582 affordable for moderate-income households and the remaining 1,241 units for above moderate-income households.

Whereas the 1,221 units permitted between 1989 and 2000 was less than half the expected development for the five-year housing element period, it is important to note that 45 percent of this new construction was subsidized affordable housing. During a period when the economy stifled market rate residential construction, City subsidies were able to encourage and facilitate the construction of a significant amount of below market rate affordable housing.

TABLE 22
City of Burbank
Achievements of 1989 Housing Element

	1989 GOAL	1989-2000 ACHIEVEMENT
Total New Construction	2,970 units	1,221 units -- (41% of expected)
Very Low-Income	505 units	175 units -- (35% of expected)
Low-Income	641 units	168 units -- (26% of expected)
Moderate-Income	582 units	211 units -- (36% of expected)
Above Moderate-Income	1,241 units	667 units -- (54% of expected)

B. 1989 HOUSING ELEMENT PROGRAM REVIEW

The 14 programs listed below comprised Burbank's 1989 Five-Year Housing Program. With the repeated extension of the Housing Element update deadline, and the lack of Regional Housing Needs Assessment

(RHNA) data upon which to base a new needs assessment, Burbank continued to implement the 1989 Housing Element programs until the formulation of the new 2000 Housing Element. During the 11-year period from 1989 to 2000, the policies and programs in the 1989 Housing Element continued to perform well, as expected. Whereas the numerical objectives of the programs were originally projected for five years, the goals, objectives and actions remained relevant. A review of the ongoing Housing Element programs and the progress in their implementation was presented annually to the City Council as part of the yearly General Plan Review. A detailed review of each of the 1989 Housing Element Programs is presented below.

1. RESIDENTIAL REHABILITATION PROGRAM

Initially, Burbank's multifaceted Residential Rehabilitation Program was funded by a variety of federal funds and funding mechanisms; this program is now funded in its entirety by 20 Percent Housing Set-Aside funds. This change came about in the mid-1990's with the advent of HOME funds and the accumulation of Housing Set-Aside funds. Whereas the funding mechanism has changed over the years, the goal of the program—to preserve the City's older housing stock of single-family homes and rental units, and ensure their continued affordability to lower-income households—has remained the same.

The Residential Rehabilitation Program objective was to rehabilitate 50 units per year over the five-year Housing Element period, 25 renter units and 25 owner occupied dwellings. In the 11 years since the adoption of the 1989 Element, 442 units have been rehabilitated by means of the Residential Rehabilitation Program: 173 rental units (in 37 separate buildings) and 269 owner occupied dwellings. There has been significantly more interest by owner occupants in rehabilitation than by owners of rental property. In light of the fact that conditions of the rehabilitation program are so favorable to investment owners, the City is at a loss to explain the less than enthusiastic interest in the rental aspects of the program. The City has advertised the program through public service announcements on cable television and by means of informational inserts sent out with utility bills.

2. BUILDING AND FIRE CODE ENFORCEMENT PROGRAM

This program is administered by the Building Division, Fire Department and the License and Code Services Office. In Fiscal Year (FY) 1988-89, a full-time code compliance inspector was added to the License and Code Services Office to implement this program. In FY 1997-1998, the City Council requested intensification of code enforcement and an additional half-time code compliance inspector was added to this program. This program is funded annually with CDBG funds.

This program has been used in conjunction with focused neighborhood revitalization and residential rehabilitation programs to identify problems and rectify them.

3. NEIGHBORHOOD REVITALIZATION PROGRAM

This program involves the upgrade and repair of infrastructure such as streets, alleys, and sidewalks, the installation of pedestrian ramps for the handicapped and the delivery of services and facilities to needy neighborhoods. Under this program, low-income areas of the City have been targeted for concentrated community development activities such as the upgrade of infrastructure and the installation of streetlights and curb cuts to enhance the appearance and safety of the neighborhood in an effort to maintain and preserve viable neighborhoods and to upgrade neighborhoods affected by blight or deterioration. The program is designed to provide the maximum benefit to persons of low and moderate-income, and to meet the specialized need of each area. The Elmwood Beautification Program is a prime example of the success of the Neighborhood Revitalization Program. The 100 Block of West Elmwood was a dilapidated, crime-infested neighborhood housing low and very low-income families. The City purchased and rehabilitated 8 buildings on the block (a total of 59 units) and carried out a major upgrade of the street, sidewalk and landscaping, including the creation of a playground area and landscaped median. In addition, a neighborhood Achievement Center was created to support the efforts of students and families in the neighborhood. The Elmwood Beautification Project achieved the goals of the Neighborhood Revitalization Program by maintaining and preserving a viable neighborhood and upgrading a neighborhood affected by blight or deterioration. The program functioned as designed by meeting the specialized need of the area. The new Golden State Beautification Program is Burbank's

newest effort at Neighborhood Revitalization. The Program was initiated in 1999 and has been developed to assist an eight-block residential neighborhood east of the Burbank-Glendale-Pasadena Airport.

The Neighborhood Revitalization Program was initially funded primarily with Community Development Block Grant (CDBG) funds though it is now funded primarily by the City's General Fund, with additional funding coming from gas tax, the Transportation Development Act and CDBG funds. In 1999-2000, nine percent of the funding for this came from the CDBG Program.

In the 2000 Housing Element, this program has been renamed the Public Facility and Infrastructure Improvement Program to differentiate it from the new Focused Neighborhood Revitalization Program.

4. LAND USE ELEMENT AND ZONING ORDINANCE

The Land Use Element and Zoning Ordinance are the primary tools for facilitating the production of a wide variety of housing types and densities. Burbank's Land Use Element was adopted in 1988, but has been amended several times to allow for the changing needs of the community and changing land use patterns. For example, a recent general plan amendment adopted the City Center Plan that allowed for residential/commercial mixed-use development in areas previously designated only for commercial or industrial uses. Another general plan amendment changed the land use designation of three and one-half blocks in the Golden State area from light industrial to multiple family residential, in recognition of the existing dwellings there and the recent private sector investment in the area.

The City's Zoning Code also plays an important role in facilitating residential development. In 1998, the City Code was amended to make it consistent with state legislation and federal requirements concerning the elimination of impediments to fair housing. The "Fair Housing Zone Text Amendment" replaced the zoning code definition of "family" with a definition of "household" thereby removing housing unit occupancy requirements other than those imposed by state law. In addition, the requirement of a conditional use permit for group homes with six or fewer occupants in residential zones was eliminated.

The Planned Development zone is intended to allow and facilitate special developments that otherwise would not be permitted by the existing zoning code, such as large scale mixed-use projects, or residential projects with ground floor retail. The Planned Development process allows for negotiation between the City and the developer to the benefit of both parties. Whereas the developer may get increased densities or relaxation of other development standards, the City benefits by obtaining extra parking, affordable residential units or public open space. Several of Burbank's affordable housing developments made use of the planned development process.

5. SECTION 8 HOUSING ASSISTANCE PROGRAM

The Section 8 Housing Assistance Program has been the backbone of Burbank's efforts to provide more affordable housing opportunities in the community. Burbank actively pursues available Section 8 vouchers as they become available. The Section 8 Program has expanded over the years from 418 units in 1982, to 822 units in 1989, to 961 units in 1994, to the current 1,014 units in 2000. In addition to the increase in regular Section 8 housing subsidies, Burbank administered 75 emergency 18-month certificates following the 1994 Northridge Earthquake.

6. RESIDENTIAL CONDOMINIUM CONVERSION REGULATIONS

The purpose of this program is to promote affordable homeownership and ensure that tenants of buildings being converted to condominiums are treated fairly. There have been very few condominium conversions in Burbank over the past 11 years. The City has, however, adopted some code changes that further the goals of this program. In 1990, an ordinance was adopted that expedites condominium conversion via administrative approval rather than the previously required conditional use permit. In addition, the ordinance increased the amount of relocation benefits due to tenants of units being converted to condominiums.

7. FAIR HOUSING PROGRAM

The Fair Housing Program aims to further fair housing in the community and to increase the choice of housing opportunities available to all residents and especially members of minority

groups, handicapped and female-headed households. This ongoing program continues to be successful. City Housing Authority staff has been trained in counseling and mediation and actively participate on the Fair Housing Council of the San Fernando Valley. The City annually allocates a portion of the CDBG funds to the Fair Housing Council. The amount of funding for the Fair Housing Council has increased from \$9,000 in FY 1992-1993, to \$12,000 in FY 1996-1997 and \$15,000 in FY 1998-1999.

8. SECOND DWELLING UNIT PROGRAM

The goal of this program is to increase the supply of affordable housing, preserve the existing housing stock of second dwelling units and upgrade property maintenance. A "Second Dwelling Unit" ordinance was adopted, and amended in 1991, that allows for the creation and/or legalization of second dwelling units. The ordinance contains certain design limitations and requirements regarding the relationship of the occupant of the second dwelling unit to the owner/occupant of the property. This is for the purpose of protecting the integrity and character of the single-family neighborhood. Since 1989, the City has processed 43 applications for second dwelling units; seven have been approved and granted a conditional use permit and several are pending approval. The Planning Board carefully scrutinizes applications for second dwelling units in order to protect the single-family neighborhood and to ensure a quality living environment for the occupant of the second dwelling unit. Reasons for not approving an application include the inability of the Planning Board to make the necessary findings for approval, incompatibility with adjacent properties or the inability to meet the minimum development standards.

9. PROGRAM FOR THE CONSTRUCTION OF AFFORDABLE HOUSING

This program, together with new programs introduced in the 1989 Housing Element, succeeded in encouraging and facilitating the construction of 554 new affordable units during a time when most residential construction was severely constrained by the economy. The number of affordable units constructed far exceeded the 1989 program goal of 42 rental units over the five-year housing element period. The new and proposed development includes four senior projects totaling 487 units and two family projects totaling 67 units. In an effort to meet the housing goal of providing a variety of

housing types to meet the variety of housing needs in the community, the new construction included owner-occupied and rental units; two, three and four-bedroom units as well as units for very low-income, lower-income and moderate-income households. This program has been replaced in the 2000 Housing Element by a program entitled Affordable Housing New Construction Program which is a combination of this program, the Affordable Senior Housing Program and the Program to be Funded by Tax Increment Set-Aside for Low and Moderate-Income Housing.

10. COMPREHENSIVE NEW CONSTRUCTION INCENTIVES PROGRAM

This program has been part of Burbank's affordable housing strategy since its inclusion in the 1984 Housing Element and has been consistently underutilized. The heart of this program is the state mandated 25 percent density bonus detailed in Government Code Section 65915, et seq. Since 1989, only one residential project utilized this program, gaining a 25 percent density bonus coupled with a parking reduction in exchange for allocating 20 percent of the total units to lower-income households. The intent is to encourage a cooperative effort with the private sector to increase the supply of affordable housing for low and moderate-income households in the community. Burbank's Zoning Code allows for a 25 percent density bonus or other incentive of equivalent financial value in each of the multiple family residential land use categories.

There are two likely reasons why developers have not made use of this density bonus program. First, Burbank's zoned densities are quite high. Low density multiple family residential allows up to 29 dwelling units per acre, medium density multiple family residential allows up to 58 dwelling units per acre and high density multiple family residential allows up to 87 dwelling units per acre. In each category, utilizing the planned development process allows for density increases to the next highest category. The majority of new development occurs on underdeveloped land zoned for medium density multiple family residential development. The second likely reason is the availability of the planned development process. This is an alternative process for reviewing and permitting unique residential, commercial, industrial and mixed-use projects that deviate from adopted development standards. From 1989 through the mid-1990s, the planned development process was used to permit several residential developments seeking exceptions from development standards. There has been a change in City policy and the planned

development process is now reserved for large scale, phased or unique mixed-use projects. During the past 11 years, however, several of the projects that were developed as planned developments, would possibly have utilized the 25 percent density bonus, or alternate incentive, had the planned development process not been so readily available.

This program is being retained in the 2000 Housing Element with the title New Construction Incentives Program, in the hope that it will be better utilized now that the Planned Development process is no longer available for regular residential development.

11. LIFELINE CREDIT PROGRAM

This program has been in effect since 1975, with an increasing number of participants. Currently there are 2,145 lower-income senior citizens, handicapped or disabled residents participating in the program which exempts them from utility users tax, reduces garbage and sewer rates and discounts electric rates.

12. EMERGENCY SHELTER

Emergency shelter needs in Burbank have been met by the Burbank Temporary Aid Center (BTAC) and the Salvation Army. The Salvation Army runs a daily meal program providing breakfast and lunch as well as a cold weather shelter. BTAC provides motel vouchers to homeless persons as well as food, clothing, laundry and shower facilities and transportation assistance. The City of Burbank supports these organizations through annual grants from Burbank's CDBG funding. In FY1998-1999, \$35,000 was given to BTAC and \$23,000 to the Salvation Army. The annual allocation to these emergency shelter organizations has varied between \$49,500 in FY 1991-1992 to \$59,166 in FY1997-1998. In 1994, the City made \$504,000 in emergency HOME funds available to Northridge Earthquake victims.

Burbank's Disaster Preparedness Task Force has identified sites throughout the City for emergency shelters to be used in case of natural disaster. These shelters were activated and run, with assistance of the Red Cross, for a period of several weeks following the 1994 Northridge Earthquake.

13. AFFORDABLE SENIOR HOUSING

This program was in the process of being formulated at the time the 1989 Housing Element was adopted. Together with another new program, the Program to be Funded by Tax Increment Set-Aside, a significant amount of new, affordable senior housing was created in Burbank. Since the adoption of the 1989 Housing Element a total of 487 affordable senior housing units have been developed or are seeking approval. One hundred forty-eight of these units are affordable to very low-income senior households, 148 units are for lower-income seniors and 191 units are occupied by moderate-income seniors. Subsidies from Burbank's Redevelopment Housing Set-Aside made these affordable senior housing developments possible.

This program has been dropped from the 2000 Housing Element due to the fact that Burbank now has a significant amount of affordable senior housing. Burbank's Housing Strategy focuses on meeting the full spectrum of housing needs, especially those that have not been met so successfully over the past decade.

14. PROGRAM TO BE FUNDED BY TAX INCREMENT SET-ASIDE FOR LOW AND MODERATE-INCOME HOUSING

This program was also in the process of being formulated when the 1989 Housing Element was adopted. Due to the success of Burbank's three redevelopment project areas, the City's Low and Moderate-Income Housing Fund has been able to address housing needs in the community in a variety of ways. Tax Increment Set-Aside Funds have been used for rehabilitation of affordable units, as subsidies for several affordable housing developments and for acquisition and rehabilitation in the Elmwood Beautification Project.

This program has been dropped from the 2000 Housing Element inasmuch as it is a funding mechanism rather than a separate program. Tax Increment Set-Aside funds provide funding for many of Burbank's housing programs such as the Rehabilitation Program, Focused Neighborhood Revitalization, First Time Homebuyers Program and the Home Secure Program.

The majority of the above programs implemented those 1989 Housing Element goals that dealt with Housing Opportunity and Accessibility, Housing Supply and Availability, Affordability and Housing Preservation

and Revitalization. These goals are all included in the updated 2000 Housing Element. Other goals included in the 1989 Housing Element have also been successfully achieved and their program goals met. These goals and objectives, as they appeared in the 1989 Housing Element, are shown below, as well as the method in which they have been implemented.

SERVICE INFRASTRUCTURE

Policies:

- Analyze all development proposals and allow only those developments that can be serviced by the City without draining City revenues.
- Review all multiple family development proposals through the Site Plan Review process.
- All new residential development must be consistent with the Public Facilities element of the General Plan.

Program Objective:

- Prepare Public Facilities Element to assess capacity of public facilities and determine proportionate cost of new development.

IMPLEMENTATION: A Public Facilities Element was prepared which assessed the capacity of the City's public facilities and served as the basis for establishing a new fee structure in which new development pays its proportionate share of facility and infrastructure costs. Burbank exacts fees from all new development for water, electricity, sewer, solid waste, park and recreation and schools. These fees ensure that necessary upgrades to the systems, resulting from the new development, do not drain City revenues. There are several methods in place for ensuring that new development does not exceed the capacity of public facilities and services. First, each of the major utilities and facilities in Burbank has a Master Plan designed to serve the residential densities in the adopted General Plan Land Use Element. In addition, each discretionary project undergoes California Environmental Quality Act (CEQA) environmental review that, in part, analyses any impact the project may have on infrastructure and services. All new development must undergo development review during which the various City departments review the proposed development and ensure that it complies with existing codes, regulations and capacities. Often, development review results in the required upgrade or expansion of a particular infrastructure system, which is generally paid for by the developer.

CHILD CARE –

PROVIDE OPPORTUNITIES FOR THE ADDITION OF NEEDED LICENSED AFFORDABLE CHILD CARE FACILITIES

Policies:

- Streamline the processing of state-licensed large family day care applications.
- Allow licensed large family day care home applications to be reviewed initially without a public hearing.

Program Objectives:

- Increase the number of day care opportunities in the community.
- Allow licensed large family day care homes administratively.

IMPLEMENTATION: State-licensed large family day care applications are now approved administratively by means of an Administrative Use Permit (AUP). This method does not require a public hearing unless the AUP is appealed to the Planning Board. Thirty-two new large family day care applications have been approved since 1989.

ELDERLY HOUSING –

PROMOTE AFFORDABLE HOUSING OPPORTUNITIES FOR ELDERLY BURBANK RESIDENTS

Policies:

- Encourage and facilitate the private sector production of affordable senior housing.
- Utilize available funds to subsidize the private sector development of affordable housing.

IMPLEMENTATION: Four hundred and eighty-seven new affordable senior housing units were developed or are seeking approval between 1989 and 2000. These units were subsidized by Redevelopment Set-Aside funds. Over the past 11 years, a disproportionate amount of assisted senior housing has been built at the expense of other types of affordable housing. Whereas the construction of affordable housing for seniors will remain an important part of Burbank's overall affordable housing strategy, the emphasis on senior housing will be replaced with an effort to balance the affordable housing stock.

VIII. HOUSING STRATEGY

An assessment of the overall housing picture in Burbank highlights particular areas of concern on which the City will focus its attention over the five-year period covered by this Housing Element. The following are housing issues on which the City will focus special attention:

- Residential neighborhoods that would benefit from rehabilitation programs to assist low and moderate-income households;
- The paucity of suitable housing for low-income large family renter households, needing units with more than two bedrooms;
- The need for for-sale housing in the \$300,000-\$500,000 price range to meet the needs of Burbank's upper-income workforce;
- The termination of affordability restrictions on existing affordable housing developments which will deplete the supply of affordable housing in the community;
- The age of the City's housing stock, the majority of which is over 30 years old. Much of this housing is occupied by seniors and persons with limited income who are unable to afford the necessary costly repairs and residential rehabilitation;
- The significant portion of the City's population that is comprised of lower-income, special needs households, who are elderly and/or disabled and who are in need of affordable housing or housing that is handicap accessible;
- Meeting Burbank's share of the regional growth over the next five years. Burbank's fair share of the projected regional growth has been identified by the Southern California Association of Governments (SCAG) to be about 300 residential units per year – 40 percent of these units affordable to lower-income households, 22 percent for moderate-income households and 38 percent for above moderate-income households;
- Lower-income households that have a variety of rental options, but are priced out of the homeownership market in Burbank.

In response to the above identified special needs, the following 12 point **5-Year Housing Strategy** forms the backbone of Burbank's housing policy and programs.

1. Continue the Program of Focused Neighborhood Revitalization, exemplified by the Elmwood Neighborhood Project and the Golden State Beautification Project.

Use Focused Neighborhood Revitalization to provide service enriched housing opportunities through both new construction and the acquisition and rehabilitation of existing residential property. Enriched housing opportunities include child care and after-school enrichment centers and services for the elderly and disabled.

2. Work through the nonprofit Burbank Housing Corporation to identify poorly managed, substandard properties for acquisition and rehabilitation and rental to lower-income households.
3. Expand the First-Time Homebuyers Program to lower-income renters, in an effort to reverse the trend in declining homeownership.
4. Increase the maximum subsidy of the Agency's silent second mortgage loan under the First-Time Homebuyer Program to assist low-income families to purchase modest single-family units and condominiums in an effort to reverse the trend of declining homeownership in the City.
5. Encourage and facilitate the construction of executive housing through zoning.
6. Initiate negotiations with the owners of affordable housing developments that are at risk of conversion to market rate housing in an effort to either purchase affordability covenants or transfer ownership to nonprofit organizations, such as the Burbank Housing Corporation.
7. Continue to encourage and facilitate the development of new low-income senior and family housing.
8. Continue use of Residential Rehabilitation Program to provide affordable, barrier-free housing for the disabled.
9. Expand Burbank's Residential Rehabilitation Program to allow for room additions and conversions to alleviate overcrowding.
10. Encourage and facilitate the development of disabled housing developments.
11. Encourage the development of mixed-use projects, which incorporate high-end housing in the downtown and designated commercial corridors as a tool of economic development. The Burbank Redevelopment Agency will solicit projects that market moderate and upper-income residential projects and compatible commercial retail uses to improve the livability of the downtown and other commercial nodes.
12. Utilize the Burbank Redevelopment Agency's 20 percent Housing Set-Aside funds for construction of affordable housing as appropriate sites become available.
13. Encourage the construction of mixed-income, service enriched housing opportunities in proximity to transit centers and along transit corridors.

IX. GOALS, POLICIES AND OBJECTIVES

The California Legislature has declared that: "The provision of a decent home and a satisfying living environment for every California household is a goal of the highest priority."

A number of state objectives originate from this major goal and give further direction to localities in attaining the State Housing Goal. These objectives are:

- To promote and ensure the provision of adequate housing for all persons regardless of income, age, race, sex, marital status, ethnic background or other arbitrary factors.
- To promote and ensure the provision of housing selection by location, type, price and tenure.
- To promote and ensure the development of a balanced residential environment with access to employment opportunities, community facilities and adequate services.

With these goals and Burbank's specific needs and conditions in mind, the following goals and policies are presented as part of the City's comprehensive housing program. In adopting local goals, policies, priorities and program objectives, the City expresses a commitment to act in accordance with the guidelines they provide.

The goals, policies and program objectives presented below are organized by housing issue.

A. HOUSING OPPORTUNITY AND ACCESSIBILITY

GOAL: *PROVIDE HOUSING OPPORTUNITIES FOR ALL INCOME GROUPS WITHOUT DISCRIMINATION ON THE BASIS OF RACE, RELIGION, ETHNICITY, SEX, AGE, MARITAL STATUS, SEXUAL ORIENTATION OR HOUSEHOLD COMPOSITION.*

Policies:

- Continue the City's efforts to provide equal housing opportunities.
- Encourage development of low and moderate cost housing in the City by private developers with assistance from federal, state and local agencies when and where possible.
- Encourage expansion of federal housing assistance programs for low and moderate-income families, particularly for the elderly,

handicapped and disabled.

Program Objectives:

- Continue support for the Fair Housing Council of the San Fernando Valley.
- Continue and, where possible, expand the City's rental assistance programs to lower-income households.

B. HOUSING SUPPLY AND AVAILABILITY

GOAL: *PROMOTE DEVELOPMENT OF A HOUSING STOCK THAT VARIES SUFFICIENTLY IN COST AND TENURE TO MEET THE ECONOMIC AND PHYSICAL NEEDS OF EXISTING AND FUTURE BURBANK RESIDENTS.*

Policies:

- Encourage investment in housing by the private sector.
- Facilitate private sector development of lower-income housing and housing for the elderly.
- Encourage and facilitate the development of disabled housing.
- Encourage and facilitate the development of executive housing by the private sector.
- Encourage and facilitate the creation of in-fill housing in appropriate urban downtown commercial areas as a tool of economic development.
- Encourage and facilitate the creation of urban housing types in the downtown urban core, such as live/work lofts, high-end condominiums and townhouses, and residential development above ground floor retail.
- Apply for available funding to study and facilitate the creation of in-fill housing in the downtown and other commercial centers.

Program Objectives:

- Facilitate the use of tax exempt revenue bonds to provide below market rate financing.
- Encourage developers to fully utilize any available federal and state programs, such as federal tax credits.
- Pursue new sources of funding as they become available.
- Provide adequate incentives to encourage construction of affordable housing for the disabled, large families and seniors.
- Diversify the housing market by adding new housing types, such as small lot development, live/work lofts, and zero lot line development.
- Encourage and facilitate the development of disabled housing developments.
- Add in-fill housing to the downtown urban core through the development of mixed-use projects that incorporate high-end

housing in appropriate areas of the downtown and along designated commercial corridors. Solicit projects that market moderate and upper-income residential projects and compatible commercial retail uses to improve the livability of the downtown and other commercial nodes.

- Utilize the Burbank Redevelopment Agency's 20 per cent Housing Set-Aside funds for construction of affordable housing as appropriate sites become available.

C. AFFORDABILITY

GOAL: *PROMOTE HOUSING OPPORTUNITIES AT PRICES AFFORDABLE TO ALL ECONOMIC SEGMENTS OF THE COMMUNITY.*

Policies:

- Encourage utilization of federal and state programs to assist homeowners and renters in coping with high housing costs.
- Identify substandard property for acquisition and rehabilitation and rental to lower-income households.
- Encourage and facilitate the private sector development of affordable housing for moderate-income households through the use of development incentives.
- Utilize all available funds to subsidize the private sector development of affordable housing for very low and lower-income seniors.

Program Objectives:

- Continue and expand currently active federal programs to assist lower-income households to meet their housing needs (Section 8 Housing Assistance).
- Require that landlords do not increase rents as a direct result of subsidized rehabilitation activities.
- Continue to encourage and facilitate the development of new low-income senior and family housing.

GOAL: *PRESERVE THE AFFORDABILITY OF EXISTING ASSISTED HOUSING.*

Policies:

- Preserve wherever possible the affordability to low and moderate-income households of existing assisted housing developments.

Program Objectives:

- Initiate negotiations with the owners of affordable housing developments that are at risk of conversion to market rate housing in an effort to either purchase affordability covenants or transfer ownership to nonprofit organizations, such as the Burbank Housing Corporation.
- Identify and pursue means that can be used to preserve the affordability of low and moderate-income units which are at risk of losing affordability constraints.

D. HOUSING PRESERVATION AND REVITALIZATION

GOAL: *PRESERVE AND REVITALIZE EXISTING RESIDENTIAL NEIGHBORHOODS AND HOUSING UNITS THROUGH COMMITMENT OF PUBLIC AND PRIVATE SECTOR RESOURCES.*

Policies:

- Ensure that public services are adequately delivered to all existing neighborhoods.
- Maintain current code enforcement programs to preserve the quality of existing housing.
- Continue the Program of Focused Neighborhood Revitalization, exemplified by the Elmwood Neighborhood Project, incorporating, wherever possible, day care centers and after-school achievement centers.
- In areas impacted by noise in excess of 65dB CNEL, all building permits and discretionary permits are conditional upon the achievement of noise compatibility.
- All new residential development in the Airport Approach Areas must get FAA approval prior to obtaining a building permit.
- Rigorously enforce development standards that ensure that new developments are long-term assets to the City and that create compatibility between adjacent land uses.
- Continue use of Residential Rehabilitation Program to provide affordable, barrier-free housing for the disabled.
- Expand Burbank's Residential Rehabilitation program to allow for room additions and conversions to alleviate overcrowding.
- Rehabilitate and preserve existing units, with priority given to those serving low and moderate-income renter households.
- Provide low interest rate and deferred loans through Tax Increment Set-Aside funds.

Program Objectives:

- Make certain that any proposed zone changes or increases in residential densities do not result in a lessening of environmental

and aesthetic quality.

- Increase marketing efforts to promote the residential rehabilitation program for multiple family dwelling units.
- Work through the Burbank Housing Corporation to identify poorly managed or substandard properties for acquisition and rehabilitation and rental to lower-income households.
- Increase the livability of existing neighborhoods by incorporating day care and/or achievement centers in neighborhood revitalization projects.

E. HOMEOWNERSHIP

GOAL: MAINTAIN AND ENCOURAGE HOMEOWNERSHIP.

Policies:

- Encourage and facilitate the provision of homeownership opportunities for persons at all economic levels.
- Maintain the predominately single-family character of Burbank residential areas.
- Encourage the development of multiple family homeownership options, such as live/work lofts, condominiums and townhouses, in the downtown urban core and in appropriate commercial areas.
- Continue and expand the rehabilitation assistance provided to lower-income homeowners.
- Require and maintain buffer zone between single family and multiple family residential development.

Program Objective:

- Expand the First-Time Homebuyers Program to lower-income renters, in an effort to reverse the trend in declining homeownership.
- Increase the maximum subsidy of the Agency's silent second mortgage loan under the First-Time Homebuyer Program to assist low-income families to purchase modest single-family units and condominiums in an effort to reverse the trend of declining homeownership in the City.
- Restrict multiple family residential construction to those areas compatible with such development.
- Increase the number and variety of homeownership options in the downtown commercial core by means of in-fill housing.
- Construct in-fill housing for mixed-income homeownership, such as 20 units on Riverside Drive and 20 units with the Child Care Demonstration Program.

F. CHILD CARE

GOAL: PROVIDE OPPORTUNITIES FOR THE ADDITION OF NEEDED LICENSED AFFORDABLE CHILD CARE FACILITIES.

Policies:

- Encourage and facilitate the creation of day care facilities in the community, both in residential day care and in day care centers developed in conjunction with new large scale development.
- Make day care and achievement centers part of neighborhood revitalization projects wherever possible.

Program Objectives:

- Increase the number of day care opportunities in the community
- Increase the number of day care and after-school achievement centers developed through neighborhood revitalization efforts, such as the Child Care Demonstration Project.

G. THE HOMELESS AND EMERGENCY SHELTERS

GOAL: PROVIDE EMERGENCY SHELTER, FOOD AND CLOTHING TO HOMELESS PERSONS IN BURBANK.

Policies:

- Work through public or quasi-public agencies to provide temporary emergency shelter, food and clothing to homeless persons in Burbank.
- Facilitate the creation, by public or quasi-public agencies, of emergency shelters in the community.

Program Objectives:

- Assist the Burbank Temporary Aid Center in aiding the homeless through the annual allocation of CDBG funds.
- Assist the Salvation Army in aiding the homeless through the Annual allocation of CDBG funds.
- Assist public and/or quasi-public agencies in locating suitable sites for emergency shelters.

X. HOUSING PROGRAM

In the preceding sections the City's housing needs have been identified and the housing problem assessed. This section of the Element describes the City's efforts to alleviate the identified need and mitigate the housing problem. This Housing Program reflects the City's Housing Goals as well as the policies and program objectives set for meeting these goals. These programs are designed to implement the City's Housing Strategy for the period 2000-2005.

Burbank's comprehensive Housing Program includes 15 separate program components which are directed at a variety of housing needs. These programs are listed below and presented in table form starting page 112. Each of the following programs is described in detail.

1. Residential Rehabilitation Program
2. Building and Fire Code Enforcement Program
3. Public Facility and Infrastructure Improvement Program
4. Land Use Element and Zoning Ordinance
5. Section 8 Housing Assistance Program
6. Residential Condominium Conversion Regulation
7. Fair Housing Program
8. Second Dwelling Unit Program
9. Affordable Housing New Construction Program
10. First Time Homebuyer Program
11. Focused Neighborhood Revitalization Program
12. New Construction Incentives Program
13. Home Secure and Earthquake Shut-off Valve Program
14. Residential Lifeline Credit Program
15. Emergency Shelter
16. Downtown In-Fill Housing

A. DESCRIPTION OF HOUSING PROGRAMS

1. RESIDENTIAL REHABILITATION PROGRAM

The City of Burbank is committed to enhancing its neighborhoods, improving the condition of its housing stock and increasing the number of affordable housing units for lower-income households in the community. The Residential Rehabilitation Program provides a means by which lower-income homeowners and owners of multiple

family rental property can rehabilitate their property and address code-related issues.

The City of Burbank Redevelopment Agency administers a multifaceted Residential Rehabilitation Program funded by 20 Percent Housing Set-Aside funds. The goal of the program is to preserve the City's older housing stock of single family homes and rental units, and ensure their continued affordability to lower-income households.

The City has four types of Residential Rehabilitation assistance – three for lower-income homeowners and one for owners of rental units affordable to lower-income households. These programs are described below:

a. Single Family Deferred Loan

Property owners whose incomes do not exceed 80 percent of the Los Angeles County median income can obtain financial assistance in the form of a deferred loan. This is a maximum \$25,000 loan at three percent simple interest. All loans are secured by a deed of trust with no monthly payments. The principal and accrued interest are due and payable at the time the property is sold or the title is transferred. Rehabilitation loans can be used for new plumbing, roofing, heating, painting, rewiring, and other repairs to make a home safer and more livable.

b. Single Family Six Percent Amortized Loan

Moderate-income homeowners, with incomes up to 120 percent of the Los Angeles County median income, can qualify for a six percent amortized loan with a maximum assistance of \$25,000. The term of the loan is for ten years with monthly payment directly to an Escrow company.

c. Single Family Grant

Lower-income homeowners, with an income level that does not exceed 60 percent of the Los Angeles County median income, can receive a grant for a maximum amount of \$5,000 or \$7,500 in designated focus neighborhoods. This grant is restricted to code-related repairs.

d. Multiple Family Rental Six Percent Amortized Loan

The intent of the residential rehabilitation loan for rental property is to enhance residential neighborhoods while increasing the supply of rental units affordable to lower-income families. Owners of multiple family rental property who wish to improve and rehabilitate their rental units can receive a 15 year amortized loan at six percent for a maximum amount of \$10,000 per unit. After the first five years, 50 percent of the loan is forgiven provided that all loan conditions have been met. In years five to 15, the remaining 50 percent of the loan is amortized at six percent. To qualify, the property owner must agree to rent 25 percent of the units to tenants whose incomes do not exceed 60 percent of the Los Angeles County median income; these units must be rented at current affordable rates as stipulated by the Burbank Redevelopment Agency.

In response to growing household size, the Burbank Redevelopment Agency is preparing to amend its Rehabilitation Program to accommodate bedroom additions, thereby alleviating overcrowding.

2. BUILDING AND FIRE CODE ENFORCEMENT PROGRAM

This program is operated in conjunction with other neighborhood and housing revitalization activities of the City. It involves surveys of residential and commercial buildings throughout the City, with special attention focused on three Community Development Block Grant (CDBG) target census tracts. In addition, the availability of the rehabilitation loan program is actively solicited to qualified property owners having buildings with Code deficiencies. This program is administered by the Building Department, Fire Department and the License and Code Services Office. In FY 1988-89, a full time code compliance inspector was added to the License and Code Services Office to implement this program. In FY 1997-1998, the City Council requested intensification of code enforcement and an additional half-time code compliance inspector was added to this program. This program is funded annually with CDBG funds. FY 2000-2001 allocated \$134,394 to this program, which is eight and one-half percent of the annual CDBG funding.

3. PUBLIC FACILITY AND INFRASTRUCTURE IMPROVEMENT PROGRAM

The provision of adequate municipal facilities, infrastructure and services are among the means that may be cited as facilitating the preservation of existing neighborhoods. In this connection, the City's Public Facility and Infrastructure Improvement Program involves the upgrade of infrastructure such as streets, alleys and sidewalks, as well as the delivery of services and facilities to needy neighborhoods. Under this program, areas of the City are targeted for concentrated community development activities to maintain and preserve viable neighborhoods and to upgrade neighborhoods affected by blight or deterioration. The program is designed to provide the maximum benefit to persons of low and moderate-income, and to meet the specialized need of each area.

The completion of physical improvements such as the reconstruction of streets and alleys and the installation of streetlights that enhance the appearance and functioning of neighborhoods. The day-to-day administration of this program is handled by the Public Works Department of the City. Funded primarily by the City's General Fund, additional funding comes from Gas Tax, Transportation Development Act and Community Development Block Grant Funds. In 1999-2000, nine percent of the funding for this program came from the CDBG Program.

Neighborhood parks are a major asset to any residential neighborhood, especially areas of multiple family residential development without significant private open space. In FY 2000-2001, the construction of a neighborhood park was funded as part of this program, using \$256,000 CDBG program funds.

4. LAND USE ELEMENT AND ZONING ORDINANCE

The state policy of providing "standards and plans for adequate housing sites" is implemented most significantly by the City's Land Use Element of the General Plan and the Zoning Ordinance. The designation of sites for housing and subsequent development of specific projects, are guided by the Land Use Element and regulated by the Zoning Ordinance. A full range of housing types and residential density provisions are encouraged by these City guidelines and controls (see page 44 of the

Housing Constraints section).

About 80 percent of all residential land in Burbank is allocated to single family residential units with the balance of 20 percent allocated for various densities of multiple family units. Given the scarcity of vacant land, new housing development in Burbank is likely to be higher density multiple family units. These additional new multiple family units are likely to be developed as a result of the recycling process—the construction of new housing at higher density on less intensely used sites.

There are numerous ways in which the City encourages and facilitates the process of residential recycling. The fact that Burbank's by-right residential densities are comparably higher than in her neighboring cities, in and of itself encourages recycling of underdeveloped properties. In addition, the Burbank Redevelopment Agency and the Burbank Housing Corporation assist in property assemblage, acquisition, relocation of tenants and the clearing of the site, where warranted, for a project providing affordable housing or housing for the disabled or elderly. Affordable housing projects can also benefit from land write-downs where it can be shown to be necessary. The planned development zoning option allows developers to negotiate development standards for unique or mixed-use projects, or projects with site limitations; this zoning option facilitates the recycling of smaller residential projects into larger mixed-use developments. The General Plan Land Use Plan allows higher densities for residential projects developed as planned developments. This can encourage the recycling of neglected or rundown properties built at densities which otherwise would not be economically feasible to recycle.

The City's Land Use Element provides for residential density increases in many of the areas currently designated for multiple family residential use. These widespread density increases are intended to stimulate and facilitate new residential development in the most suitable areas of the City.

Virtually all residential land in the City is built-up, necessitating that any new residential development will be on recycled residential land. It is difficult to predict the rate at which new market rate residential units will be built. The Burbank Center Specific Plan encourages mixed use development with a residential component in several previously industrial areas of the City.

5. SECTION 8 HOUSING ASSISTANCE PROGRAM

The Burbank Housing Authority was established in 1975 for the purpose of administering the federally-funded Section 8 Rental Assistance Program. This Program provides rent subsidies directly to landlords in the private rental market for tenants with incomes below 50 percent of median. The Program has 1,014 Housing Vouchers that are fully utilized. The turnover rate is about ten percent; this means that about 100 new households may be assisted each year. The Program requires that 75 percent of new admissions be limited to households with incomes below 30 percent of median. There are 331 elderly households on the Program, 530 small families (four or fewer persons), 87 large families and 66 singles. There are approximately 8,000 names on the Section 8 Program waiting list.

6. RESIDENTIAL CONDOMINIUM CONVERSION REGULATIONS

Regulating the apartment-to-condominium conversion process is another important component of Burbank's comprehensive Housing Program. The purpose of this program is to promote affordable homeownership and ensure that tenants of buildings being converted to condominiums are treated fairly. There have been very few condominium conversions in Burbank over the past 11 years. The City has, however, adopted some code changes that facilitate, and may encourage, the conversion of rental units to condominiums. Condominium conversions are approved by means of an administrative use permit. This administrative approval, as opposed to the previously required conditional use permit, makes it easier and quicker to gain the necessary approval. Burbank's condominium conversion ordinance, amended in 1990, increased the amount of relocation benefits due to tenants of units being converted to condominiums. The purpose of the condominium conversion ordinance is to ensure physical standards, protect tenants rights, mitigate evictions and promote homeownership opportunities.

The tools that the City uses for regulating condominium developments are comprehensive and development controls are applied to stock cooperatives and community apartments as well. The City's condominium conversion ordinance includes notification requirements and relocation benefits for all tenants of buildings to be converted. Burbank's Condominium Ordinance is intended to achieve the following:

- To provide a reasonable balance of ownership and rental housing in Burbank and a variety of choices of tenure, type, price and location of housing.
- To promote the concept of home ownership and to bring a greater amount of owner-occupied housing on the market which is affordable to all economic segments of the community, thus encouraging participation in the various economic and social benefits associated with home ownership.
- To comply with existing state laws and regulations governing the apartment-to-condominium process and procedures.
- To ensure that condominium conversion projects are consistent with the development policies adopted by the General Plan, Zoning Ordinance, Uniform Building Code and development standards established by the City.

7. FAIR HOUSING PROGRAM

To further fair housing and to increase the choice of housing opportunities for low and moderate-income persons, including members of minority groups, female-headed households and the handicapped, the City has enlisted the services of the Fair Housing Council of the San Fernando Valley to implement a joint program. The Fair Housing Council provides housing discrimination information and seminars along with educational community outreach. They investigate, mediate and conciliate housing discrimination complaints relating to race, national origin, sex or sexual orientation, familial status and disabilities. More specifically, this program incorporates the following actions and activities:

- Increase the community's awareness of its rights and responsibilities under fair housing by the design, production and dissemination of flyers, pamphlets and other promotional materials to the citizens of Burbank and the landlord/manager/tenant community in particular.
- Works with the Burbank Housing Authority staff in counseling and mediation techniques, and follow up on referral cases of alleged discrimination.

The Fair Housing Council of San Fernando Valley also operates a referral service and investigates cases of discrimination in housing.

The City of Burbank works hard to meet United States Department of Housing and Urban Development (HUD) provisions to affirmatively further fair housing. In 1999, Burbank updated its Analysis of Impediments to Fair Housing Choice (AI) and the City Council approved the City's Fair Housing Plan for FY 1999-2003.

Burbank's fair housing responsibility includes formulating actions to overcome the effects of identified impediments and maintaining records to support its certification to affirmatively further fair housing. The City's Fair Housing Plan covers this responsibility and encompasses objectives, activities and actions in the following areas:

- Education and outreach;
- Monitoring lending, housing providers and local real estate practices;
- Enforcement activities;
- Investigative testing and auditing local real estate markets;
- Land use policies to affirmatively further fair housing; and
- Increasing geographic choice in housing for Section 8 Certificate and Voucher holders, other lower-income renters and prospective homebuyers.

8. SECOND DWELLING UNIT PROGRAM

The state requires municipalities to adopt policies that allow for the construction of second dwelling units in single family residential zones. The state law is commonly known as the "Granny Flat" bill.

Burbank recognizes that there is a tremendous unmet need for housing to shelter residents who have a fixed or limited income, often the elderly or handicapped. A second dwelling unit can provide relatively affordable housing for low-income households, without utilizing public subsidy. These units can provide a cost-effective means of servicing new residential development through the use of existing infrastructure. An important advantage of this type of housing is that it can encourage and facilitate the independence of the elderly and handicapped by either providing them with housing or by allowing individuals who provide them with health care or personal assistance to reside in close proximity.

Burbank's Second Dwelling Unit Ordinance was amended in 1991 in an effort to address the housing needs of Burbank residents who have a fixed or limited income, oftentimes elderly or handicapped. This program can provide housing for low and moderate-income households without utilizing public subsidy. The units are limited to occupancy by elderly, handicapped or persons receiving or providing regular and continuous personal health care services.

Both existing and newly constructed second dwelling units require a public hearing before the Planning Board and approval of a conditional use permit. Occupancy is limited to the above-mentioned groups of individuals and certain development standards must be met. Development standards for second dwelling units are intended to maintain and protect the essential characteristics of the single-family residential zones in which the second units are located.

9. AFFORDABLE HOUSING NEW CONSTRUCTION PROGRAM

The Affordable Housing New Construction Program replaces three separate programs from the 1989 Housing Element: The Program for the Construction of Affordable Housing, the Affordable Senior Housing Program, and the Program to be Funded by Tax Increment Set-Aside for Low and Moderate-Income Housing. The Affordable Housing New Construction Program will address the variety of housing needs in the community with regards to income, tenure and special needs, and make use of all available funding mechanisms.

The City of Burbank uses CDBG funds, development tax increment set-aside funds and HOME funds to acquire land and sell it to private developers at a reduced rate in return for construction of affordable rental units. The Burbank Redevelopment Agency has also issued mortgage revenue bonds for the construction of affordable housing units in specified project areas. The United Methodist Church and other nonprofit organizations have applied for and received Section 202 and Section 811 funds from the federal government for the construction of three affordable housing projects for elderly and disabled tenants.

Between 2000 and 2004, the Burbank Redevelopment Agency's Implementation Plan identifies a goal of constructing 406 units of new affordable housing, and acquiring and rehabilitating 211 units

of substandard housing for subsequent rental or sale to low and moderate-income households. The Redevelopment Agency's Tax Increment Set-Aside for affordable housing is the primary funding source for this program. Whereas the new construction and the acquisition and rehabilitation will be primarily funded through the Redevelopment Agency's Tax Increment Housing Fund, these funds may be combined with other funding sources such as Federal HOME Investment Partnerships Act (HOME) funds when necessary. Funding has been identified and committed to meeting these goals. Both the new construction and the newly rehabilitated units will provide new affordable housing opportunities for lower-income families. It has been documented, in a housing study prepared for the City of Burbank, that affordable housing for large families is one of Burbank's most serious unmet needs. New construction, as well as acquisition and rehabilitation, is a method by which the City can ensure that larger units are made available for large families. Both new construction, and acquisition and rehabilitation, allow the City to dictate unit size and meet other special needs. Through acquisition and rehabilitation, smaller units can be combined to create larger units. New construction also provides for the needs of other special needs groups such as the disabled, for whom conventional housing is not always suitable. Through new construction, new affordable housing can be combined with childcare facilities to meet the needs of working parents. It is Burbank's intent through this program to facilitate the development of a variety of housing types and tenures, in order to serve a variety of housing needs and special needs groups in the community.

A long-standing goal of the City has been to promote development of a housing stock that varies sufficiently in costs and tenure to meet the economic needs of existing and future Burbank residents. Support for elderly housing remains an important component of Burbank's affordable housing strategy, however, the City intends to balance the affordable housing mix by focusing on the needs of special populations or income categories whose needs have been less well met. The disproportion of senior housing to other types of affordable housing is evidenced by the fact that Burbank has agreements with owners restricting 1,032 units for use by income-eligible senior citizens compared to only 67 units restricted to families. It is important to note, that a primary goal of the Affordable Housing New Construction Program is to create homeownership opportunities and provide for housing opportunities that are sufficiently varied in cost and tenure to accommodate all economic segments of the community. The Redevelopment Agency's Five-Year Implementation Plan (IP) projects the number and type of housing units to be developed over the next five years and, this reflects the goal of balanced

housing. Of the 406 units that to be constructed over the next five years, the Implementation Plan suggests the following breakdown: 104 very low-income units (not restricted to senior citizens), 199 low-income units and 103 moderate- income units of which 73 would be owner occupied. While the City will continue to support quality senior housing projects, there will be a greater emphasis upon developing non-senior housing projects. Several projects have already been initiated by the City to begin addressing this imbalance in assisted housing projects by encouraging projects geared towards families and other special need groups. The City also encourages and facilitates the creation of new owner-occupied housing in the community, which will increase homeownership opportunities and stabilize neighborhoods.

A 1999 analysis of local housing needs noted that, in addition to the lower-income housing needs which Burbank has been working hard to address, there are other income groups which are significantly underserved. The most obvious lack is in move-up, executive housing in the \$300-500,000 range. This type of housing is necessary to meet the needs of young professionals as well as "empty nest" households, who currently live in Burbank and would like to move-up to higher priced housing. In light of the fact that Burbank serves as a regional employment center and focal point for motion picture studios and media related industries, this type of housing is necessary to meet the needs of current and future upper-income employees wishing to live in the City. The City does not subsidize this type of housing, as it does housing for lower-income households, but it can encourage and facilitate the construction of executive housing through zoning.

Burbank's Affordable Housing New Construction Program is an ongoing program, continually in the process of providing new affordable housing. In the first half of 2000, the City has assembled a site and funded a portion of the cost of construction to a non-profit developer to develop an estimated 18-unit project restricted to very low-income persons with disabilities. During the same period, the City has provided funds to construct 141 units of senior housing of which 69 units will be restricted to very low-income elderly households. The City is also in the process of assembling a site within the Golden State Beautification Area that will create 20 new for-sale units in conjunction with a child care facility. Ten of the new units will be restricted to moderate-income households. At the same time, an approximately one-half acre site on Riverside Drive will be developed with an estimated 20 units, ten of which will be restricted to moderate-income owners.

In summary, there are numerous ways in which the City of Burbank can and does facilitate the construction of new affordable

housing in the community, including the following:

- Property assemblage;
- Property acquisition;
- Relocation of tenants;
- Clearing of site;
- Write-down of land costs;
- Issuance of mortgage revenue bonds;
- Negotiate development standards through use of the planned development zoning option.

The type of incentive and/or form of assistance that is provided to a particular affordable housing project is specific to the needs of that project and involves the City, Redevelopment Agency, Burbank Housing Corporation and the developer working closely together.

10. FIRST TIME HOMEBUYER PROGRAM

The First Time Homebuyer Program is the City of Burbank's primary means of encouraging and facilitating homeownership. This program is comprised of two separate programs: The Mortgage Credit Certificate (MCC) Program, administered by Los Angeles County; and the Mortgage Assistance Program administered and funded by the City's Redevelopment Agency.

Under the Mortgage Credit Certificate Program, the Burbank Redevelopment Agency provides mortgage payment assistance by allowing purchasers a maximum 20 percent tax credit on their mortgage payments. This enables buyers to qualify for larger loans. During the five-year period from 2000 to 2004, it is estimated that 225 first-time homebuyers will be assisted. Funding for this program is allocated in the Redevelopment Agency's Implementation Plan.

The City's Redevelopment Agency has also initiated an additional first-time homebuyer assistance program, the Mortgage Assistance Program, which will provide down payment assistance towards purchase of moderately priced single-family dwellings. The Agency has contracted with a mortgage lender to provide primary mortgage financing to moderate-income homebuyers. In addition, the Agency can provide a second mortgage of up to ten percent to fill the affordability gap between the first mortgage amount (reflecting the buyer's five percent down payment) and the amount that is affordable to the homebuyer).

11. FOCUSED NEIGHBORHOOD REVITALIZATION

Burbank's Community Development Department administers the Focused Neighborhood Revitalization Program. The intent of this program is to upgrade selected residential areas through a concentrated investment of public funds, primarily Redevelopment Agency Tax Increment Housing Funds. Following a successful project of this type in the 100 block of West Elmwood, the City will continue to geographically target housing and rehabilitation programs to designated lower-income areas for the purpose of stabilizing housing conditions, reducing crime and providing services to the residents. In the Elmwood project, the City used its resources to acquire and rehabilitate rental properties, provide rental rehabilitation assistance, develop an after-school achievement center to offer educational services to youth in the area and construct public improvements.

A critical component of the Focused Neighborhood Revitalization concept is the City's ability to attach covenants that will run with the land thereby ensuring that certain land uses extend in perpetuity. To this end, the City has entered into collaboration with a local community housing development organization, The Burbank Housing Corporation. The City provides financing to the nonprofit entity to assist in acquisition, rehabilitation and management of rental properties. Covenants are placed on the acquired properties restricting affordability and occupancy and ensuring adequate property management.

While not every aspect of the successful Elmwood project can be replicated in other areas of the City, several aspects can be used in other focus areas, e.g., acquisition and/or rehabilitation activities and development of neighborhood facilities, such as an after-school achievement center. The City has identified several areas in which to focus neighborhood revitalization activities. One of these areas is the 300 block of West Verdugo Avenue. The City has provided funding to the Burbank Housing Corporation (BHC) to begin purchasing selected rental properties in this area and is looking for an appropriate site for construction of a second Achievement Center.

Another area identified for focused neighborhood revitalization activities is the Golden State Beautification Area. The City has also provided financing for the BHC to acquire and rehabilitate rental properties in this areas and is assembling a site for construction of for-sale units coupled with a child care facility.

A planning study is underway looking at the Peyton-Grismer area of the City for possible focused neighborhood revitalization.

Over the next five years, the City, working thorough the BHC, anticipates acquiring 15 residential units in focused revitalization areas. This does not include the three lower-income units that have already been purchased in the Golden State Beautification Area and are currently being rehabilitated, or the 19 lower-income restricted units on West Verdugo which have been acquired by BHC for rehabilitation.

The City has budgeted Tax Increment Set-Aside Funds to rehabilitate 196 units over the five-year Housing Element period. These units will be rehabilitated using deferred payment and amortized loans, a grant program for single-family units, and a deferred partially forgivable loan program for multiple family units. Many of these units will be in the focused revitalization neighborhoods. City plans to actively solicit residents of these neighborhoods to take advantage of the available Residential Rehabilitation Programs.

12. NEW CONSTRUCTION INCENTIVES PROGRAM

This program has the objective of formulating a cooperative effort with the private sector to increase the supply of affordable housing for low and moderate-income households. More specifically, the aim of the program is to achieve in future residential development a proportion of housing units that would have "below market rate" sales prices or rent schedules. In conjunction with the planned development process, the City is anxious to encourage development of affordable housing in return for development incentives. To facilitate the production of such affordable housing, in a cooperative effort with the private sector, the City's Zoning Ordinance allows for the following incentives through the planned development process:

- Density bonuses;
- Possible reduction on parking and other development requirements; and
- Ability to include all requests in one approval process to expedite processing.

The planned development process encourages and facilitates the

provision of affordable housing. In many cases, a planned development can exceed zoned densities by 50 to 100 percent.

A major component of the "New Construction Incentives Program" is the use of density bonuses and, more exactly, the implementation of the state Density Bonus laws (Government Code sections 65915-65918). This law requires cities to grant developers density bonuses and other development incentives in exchange for the production of units affordable to lower-income households. These density bonuses are effective without going through the planned development process. The language relating to density bonus and incentives reads as follows:

65915 (b) "When a developer of housing agrees or proposes to construct at least (1) 20 percent of the total units of a housing development for lower-income households, as defined in Section 50079.5 of the Health and Safety Code, or (2) ten percent of the total units of a housing development for very low-income households, as defined in Section 50105 of the Health and Safety Code, or (3) 50 percent of the total dwelling units of a housing development for qualifying residents, as defined in Section 51.2 of the Civil Code, a city, county or city and county shall either (1) grant a density bonus and at least one of the concessions or incentives identified in subdivision (h) unless the city, county, or city and county makes a written finding that the additional concession or incentive is not required in order to provide for affordable housing costs as defined in Section 50052.5 of the Health and Safety code or for rents for the targeted units to be set as specified in subdivision (c), or (2) provide other incentives of equivalent financial value based upon the land cost per dwelling unit."

Alternative incentives which a local community may opt to provide instead of the density bonus include:

- Exemption of the development from the requirements of Section 66477 (local parks);
- Construction of public improvements, appurtenant to the proposed housing development including, but not limited to, streets, sewers and sidewalks;
- Utilization of federal or state grants or local revenues to provide the land on which the housing development will be constructed at a reduced cost; and
- Exemption of the development from any provision of local ordinances which may cause an indirect increase in the local cost of housing units to be developed.

All housing developments with more than four units are eligible for

a density bonus or other incentive for the provision of affordable housing; a tentative subdivision map, a planned unit development and a building permit are examples of projects for which a developer can obtain a density bonus or other bonus incentives. The law allows for the density of a qualified project to exceed the maximum density allowed by the local zoning ordinance.

Another significant consideration in the formulation of the "New Construction Incentives Program" is the potential barrier imposed by the City's fee structure to prospective sponsors of affordable housing.

Several cities and counties in California use the mechanism of a waiver or reduction of fees and charges, and accelerated development processing as means of facilitating the production of affordable housing. Fee reduction or waiver is an incentive that can be offered through the planned development process.

13. HOME SECURE AND EARTHQUAKE SHUT-OFF VALVE PROGRAMS

The Burbank Redevelopment Agency funds the Home Secure Program and the Earthquake Shut-Off Valve Program which provide free home safety and security services to renters and homeowners with fixed or limited incomes. The Home Secure Program installs deadbolts, window and patio locks, door peepholes and grab bars for bathroom safety. The Earthquake Shut-off Valve Program, added in 1998, installs gas shut-off valves in the homes of lower-income residents. The City budgets \$70,000 annually from 20 Percent Housing Set-Aside Funds for these programs.

During FY 1999-2000, approximately 155 lower-income households were provided free security services through the Home Secure Program and approximately 70 gas shut-off valves were installed free through the Earthquake Shut-Off Valve Program.

14. RESIDENTIAL LIFELINE CREDIT PROGRAM

The goal of the Lifeline Credit Program is to reduce housing costs for lower-income senior citizens and the disabled by reducing utility costs.

Any Burbank resident who is at least 62 years of age or disabled and has a gross annual household income less than \$17,950 for a

one-person household and \$20,500 for a two-person household is eligible for the program. In addition, the program is available to any household with a person on an approved life-support system with no limit on income or age.

The program offers eligible persons an exemption from utility user's tax (a savings of about \$8 to \$25 monthly) and the first 400 KWH (kilowatt hours) of electricity are billed at 50 percent of the total charge. In addition there is a lower rate on sewer service charges, and applicants may qualify for discounted refuse fees. The City's reduced utility rate customers are communicated to the phone, gas and cable companies which in turn may provide lower rates for these customers.

15. EMERGENCY SHELTER

The City of Burbank addresses the emergency needs of the homeless and persons needing emergency shelter by actively participating in programs administered by public and quasi-public agencies. The City supports the voucher assistance program administered by the Burbank Temporary Aid Center (BTAC) by giving the BTAC a portion of the City's CDBG funds each year. This program provides motel vouchers to homeless persons as well as food and clothing. Transportation assistance is also provided. The City also provides CDBG funds to the Salvation Army which provides a cold weather shelter and emergency shelter.

A Disaster Preparedness Task Force has been formed which is dealing with the provision of emergency shelters in cases of natural disaster. Many sites have been identified for emergency shelters and the Red Cross is an active participant in setting up these shelters. In addition to the Red Cross, the Salvation Army and the BTAC are ready to assist temporarily displaced people.

16. DOWNTOWN IN-FILL HOUSING

The City of Burbank is an older built-up community that is committed to revitalizing its downtown urban core and other commercial centers.

In a city with little vacant land, in-fill housing development is an opportunity to create much needed housing and at the same time revitalize older commercial areas. In-fill housing can take the form of mixed-use commercial/residential development, work/live lofts, condominiums or townhouses. As a tool of economic development, moderate and high-end housing can do much to stimulate activity in a declining commercial area. By introducing a new market for the

local business and adding to the security and ambiance of the downtown and commercial areas, in-fill housing provides several benefits to the City. Building a residential core creates a 24-hour, 365 day a year customer base for downtown retailers and restaurants. Downtown residents enhance the area's security by taking possession of the downtown. As "eyes on the street," residents have a vested interest in policing their environment. In addition, the variety of housing types that can be built in the urban core areas—both owner occupied and for rent—increases the housing choices available to employees of businesses locating in Burbank, and to long time residents looking to downsize or move up without having to leave the community. New multiple family housing in the downtown urban core will provide much needed new housing in the community without impacting the existing single family neighborhoods.

Burbank is also anxious to retrofit existing commercial buildings in the downtown and other commercial centers as live/work options and artist lofts. This unique type of housing would increase the variety of housing options available in Burbank and add a new dimension to the City's urban centers.

In an effort to facilitate in-fill housing in the downtown area, Burbank Redevelopment Agency would assist in the assemblage of land for high-end residential/commercial mixed-use projects. Downtown zoning already allows for this type of development. Should changes to the City's Land Use Plan be necessary to allow for in-fill housing in the downtown commercial core, the City would support such changes where they can be shown to be compatible with surrounding land uses. The City will apply for any and all available funds to study and facilitate the creation of in-fill housing in the downtown area and in suitable commercial centers.

B. HOUSING PROGRAMS ADDRESSING MAJOR NEED AREAS (QUANTIFIED OBJECTIVES)

The following table summarizes the major areas of need identified in the Element and lists the 2000 Housing Element programs that are intended to address each need. Where possible, quantified goals are given for each program. Many of the programs do not have specific numerical goals because it is impossible to predict private sector utilization of the program. These programs are expected to make a significant contribution toward meeting the identified lower-income housing needs. The programs will be closely monitored and should they be found not to be effective in stimulating private sector involvement in the production of lower-income housing, they will be restructured. Several of the programs address more than one area of need, and this is indicated in the table below.

NEED	PROGRAM IN ELEMENT	GOAL	
		Annual	5-Year (7/00 – 6/05)
REHABILITATION	Residential Rehabilitation Program (#1)	50 (25 rental) (25 owner)	250
AFFORDABILITY (Existing Units)	Section 8 Housing Assistance Program (#5)	1,014 households	1,014 households
	Second Dwelling Unit Program (#8)	*	*
	First Time Homebuyer Program (#11)	45 households	225 households
NEW CONSTRUCTION (Units)	Affordable Housing New Construction Program (#10)	124 units	617 units (406 new construction, 211 acquisition and rehab)
	Second Dwelling Unit Program (#8)	*	*
	New Construction Incentives Program (#12)	*	*
* Impossible to estimate private sector utilization of program			

C. HOUSING PROGRAM SUMMARY MATRIX

The following Housing Program Summary Matrix describes all the housing-related programs in Burbank in terms of their goals, objectives, funding sources, responsible agency and time frame. Where possible, quantified objectives for each program are given. Some of the existing programs do not have specific numerical objectives, inasmuch as it is impossible to predict private sector utilization. However, these programs are expected to make a significant contribution toward meeting the identified housing needs in the community.

CITY OF BURBANK: DESCRIPTION OF HOUSING PROGRAMS

HOUSING PROGRAMS	GOALS	OBJECTIVES	ACTIONS	FINANCING	AGENCY RESPONSIBLE	TIME FRAME
1. Residential Rehabilitation Program	Preservation of the existing housing stock Maintain & increase affordable housing in the community	Assist very low, low & moderate-income homeowners & renters Rehabilitate 50 units per year; 25 renter & 25 owner	Amortized loans Deferred loans Grants	Redevelopment 20% Housing Set-Aside Funds	Burbank Redevelopment Agency	Ongoing Program
2. Building & Fire Code Enforcement Program	Preservation of the existing housing stock & commercial structures Property maintenance	Ensure that residential buildings comply with Code	Survey of residential & commercial buildings	City of Burbank General Fund Community Development Block Grant	City of Burbank Building Division City of Burbank Fire Department City of Burbank License & Code Enforcement Office	Ongoing Program
3. Neighborhood Revitalization Program	Preservation of housing & neighborhoods	Improvement of streets, alleys, sidewalks, driveways, fire hydrants & water mains in low-income areas	Phased development of neighborhood revitalization projects Improvements to water mains & street lights, & reconstruction of streets & alleys	Community Development Block Grant City of Burbank General Fund	City of Burbank Public Works, Community Development and Public Service departments	Ongoing Program
4. Land Use Element and Zoning Ordinance	Provide standards & plans for adequate housing sites	Plan for and regulate land use so that there are suitable housing sites & that housing sites serve a broad range of housing needs	Revise the Land Use Element when appropriate through the use of the general plan amendment process Enforcement of Zoning Ordinance	City of Burbank General Fund	City of Burbank Community Development Department, Planning Division	Ongoing Program
5. Section 8 Housing Assistance Program	Adequate provision for housing needs Preservation of affordable housing	Continue existing housing assistance payments for 1,014 lower-income households Increase the number of households assisted by Section 8 subsidies if & when additional funding becomes available	Implementation of Section 8 Housing Assistance Program	U.S. Department of Housing & Urban Development	City of Burbank Housing Authority	Continuation of Existing Program

HOUSING PROGRAMS	GOALS	OBJECTIVES	ACTIONS	FINANCING	AGENCY RESPONSIBLE	TIME FRAME
6. Residential Condominium Conversion Regulations	Adequate provision for a variety of housing types Preservation of affordable housing Assistance to displaced tenants Promote home-ownership	Ensure that multiple family rental units being converted to condominiums meet reasonable physical standards Mitigate the impact of eviction for residents of rental units being converted to condominiums	An Administrative Use is required to approve a residential condominium conversion	City of Burbank General Fund Fees of \$600 for an Administrative Use Permit and \$1,500 for a subdivision map	City of Burbank Community Development Department, Planning Division and Building Division	Ongoing Program
7. Fair Housing Program	Provision of accessible housing	Further fair housing in the community Increase the choice of housing opportunities for low & moderate-income persons, including members of minority groups, the disabled & female-headed households	Counseling & mediation Increase awareness of fair housing rights & obligations through dissemination of promotional materials & information Implementation of a counseling service Design and production of Affirmative Housing material Investigation of housing discrimination cases	Housing & Community Development Block Grants City of Burbank General Fund Time & materials contributions by Fair Housing Council of the San Fernando Valley	City of Burbank Community Development Department, Housing Development Section Fair Housing Council of the San Fernando Valley	Ongoing Program
8. Second Dwelling Unit Program	Increase the supply of low cost elderly & handicapped housing Property maintenance Preserve the existing housing stock	To bring more housing opportunities within reach of elderly & handicapped persons To upgrade & ensure that residential buildings comply with Code requirements To preserve the character of the single family neighborhood	Implementation of the Second Dwelling Unit Ordinance (City Code Section 31-625.1 through 31-625.10)	City of Burbank General Fund	City of Burbank Community Development Department, Planning Division	Ongoing Program

HOUSING PROGRAMS	GOALS	OBJECTIVES	ACTIONS	FINANCING	AGENCY RESPONSIBLE	TIME FRAME
9. Affordable Housing New Construction Program	Provide housing affordable to all income groups	Assist construction of 406 units of new housing affordable to low & moderate-income households Acquisition & rehabilitation of 211 units for subsequent sale or rental to low & moderate-income households	Provide gap financing to developers to create affordable units Assist with property assemblage & relocation Assist residential acquisition & rehabilitation through the Burbank Housing Corporation Assistance in obtaining favorable financing	Redevelopment Agency Tax Increment Funds HOME funds	City of Burbank Housing Authority City of Burbank Community Development Department City of Burbank Redevelopment Agency	Ongoing program
10. First Time Homebuyer Program	Increase homeownership in the community Provide a variety of housing options for low & moderate-income households	Encourage & facilitate homeownership Assist 225 households over five years	Implement the Mortgage Credit Certificate Program & the Mortgage Assistance Program	Redevelopment Agency Tax Increment Housing Fund	City of Burbank Redevelopment Agency	Ongoing Program
11. Focused Neighborhood Revitalization Program	Housing preservation & revitalization Upgrade and stabilize neighborhoods showing signs of physical decline	Completion of the Golden State Beautification Project & provision of additional affordable housing in that area Initiation of additional neighborhood revitalization projects	Work through Burbank Housing Corporation to identify, acquire & rehabilitate substandard housing & make available to lower-income households Provide mortgage and/or rehabilitation financing Construct public improvements Develop neighborhood facilities Target code enforcement activities	Redevelopment Agency Tax Increment Housing Fund HOME funds CDBG funds	City of Burbank Community Development Department City of Burbank Redevelopment Agency	Ongoing program

HOUSING PROGRAMS	GOALS	OBJECTIVES	ACTIONS	FINANCING	AGENCY RESPONSIBLE	TIME FRAME
12. New Construction Incentives Program	Increase the supply of affordable housing in the City of Burbank Encourage development of affordable housing to meet the needs of seniors, disabled & large families	To encourage and facilitate production of affordable housing by private sector	Provide construction incentives & facilitating measures (in compliance with Section 65915 of the Government Code)	City of Burbank General Fund	City of Burbank Community Development Department, Planning Division	Ongoing Program
13. Home Secure & Earthquake Shut-off Valve Program	Provide safe and secure housing for seniors, disabled & lower-income households	Provide safety devices in the homes of approximately 150 seniors, disabled residents & lower-income households	Install dead bolts, locks, security peep holes & grab bars Install earthquake shut-off valves	Redevelopment Tax Increment Funding	Community Development Department, Housing Development Section	Ongoing program
14. Lifeline Credit Program (Utility Users Tax Exemption)	Promote affordable housing opportunities for all segments of the population	Reduce the cost of housing for lower-income seniors & handicapped persons	Provide reduced utility rates	City of Burbank General Fund	City of Burbank Public Service Department	Ongoing Program
15. Emergency Shelter	Provide emergency shelter, food & clothing for homeless people	Work through public and quasi-public agencies to provide for needs of homeless	Provide funding for BTAC to aid homeless with vouchers, food & clothing Assist in locating sites for shelters	Community Development Block Grant	City of Burbank Housing Authority	Ongoing Program
16. Downtown In-Fill Housing	Create a vital downtown urban core with a mix of retail, commercial and residential uses	Create new housing opportunities in the downtown urban core area and in compatible commercial centers	Encourage and facilitate the development of in-fill housing by assisting in site identification, assemblage of land, and land use entitlements	Apply for any available funding to further the creation of in-fill housing	Community Development Department Redevelopment Agency	Beginning 2001 and ongoing

XI. GLOSSARY

Below are acronyms and phrases commonly used in the Housing Element that may not be defined in the text.

Affordable Unit: A unit whose cost is such that the buyer or renter does not pay a gross payment that exceeds 30 percent of the monthly/annual income.

BTAC: *Burbank Temporary Aid Center*

CDBG: *Community Development Block Grant* The United States Department of Housing and Urban Development Department's (HUD) primary means of providing community development assistance. Through the program HUD provides 100 percent federal grants (with no matching requirement) to local governments for funding a wide range of community development activities. CDBG was created in 1974 and consolidates many former grant programs, such as Urban Renewal and Model Cities.

CEQA: *California Environmental Quality Act*

Condominium: An estate in real property consisting of an undivided interest in common in a portion of a parcel of real property together with a separate interest in space in a residential building constructed originally on such real property as an apartment for occupancy by a tenant or tenants pursuant to a rental or lease agreement. Such estate may, with respect to the duration of its enjoyment, be either (1) an estate of inheritance or perpetual estate, (2) an estate for life, or (3) an estate for years, such as leasehold or a subleasehold.

Elderly: Persons 65 years or older (unless otherwise noted).

General Maintenance: Repairs to a housing unit costing 0 - \$1,000.

Handicapped: Persons determined to have a physical impairment or mental disorder which is expected to be of long-continued or indefinite duration and is of such a nature that the person's ability to live independently could be improved by more suitable housing conditions.

HCD: California State Department of Housing and Community Development.

Home funds: Monies made available through the Home Investment Partnerships Act

Household: All persons occupying a single dwelling unit.

Housing Unit or Unit: The place of permanent or customary and usual abode of a person, including a single-family dwelling, a single unit in a two-family dwelling, a unit or a condominium or cooperative housing project, a non-housekeeping unit, a mobile

home, or any other residential unit which either is considered to be real property under state law or cannot be moved without substantial damage or unreasonable cost.

HUD: United States Department of Housing and Urban Development.

IP: Redevelopment Agency's Five-Year Implementation Plan

Large Family: A family of five or more persons.

Low-Income: Fifty to 80 percent of the median income for the Los Angeles-Long Beach Metropolitan Area (SMSA) as determined by the United States Department of Housing and Urban Development (HUD).

Lower-Income Household: A household whose income with the adjustments for household size does not exceed 80 percent of the median household income of the metropolitan area (SMSA).

MFI: Median Family Income

Moderate-Income: Eighty to 120 percent of the median income for the Los Angeles-Long Beach Metropolitan Area (SMSA) as determined by HUD.

Rehabilitation: Repairs to a housing unit costing \$1,000 or less than 50 percent of the units value. Also defined by the state as : "a housing unit which, in its present state, materially endangers the health, safety or well-being of its occupants in one or more respects, and is economically feasible to repair."

Replacement: Replacement housing is called for when a housing unit needs repairs costing more than 50 percent of value. Also known as demolition. Also defined by the state as "...a dwelling unit which, in its present state, materially endangers the health, safety or well-being of its occupants in one or more respects and which is not economically feasible to repair."

RHNA: Regional Housing Needs Assessment.

SCAG: Southern California Association of Governments.

Section 8: Rent subsidies program that is the main source of Federal Housing Assistance for low-income persons.

SMSA: Standard Metropolitan Statistical Area

Very Low-Income: Fifty percent or less of the median income for the Los Angeles-Long Beach Metropolitan Area (SMSA) as determined by the United States Department of Housing and Urban Development (HUD).

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